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Bureau of Land
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Project
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Fort Union coal
region

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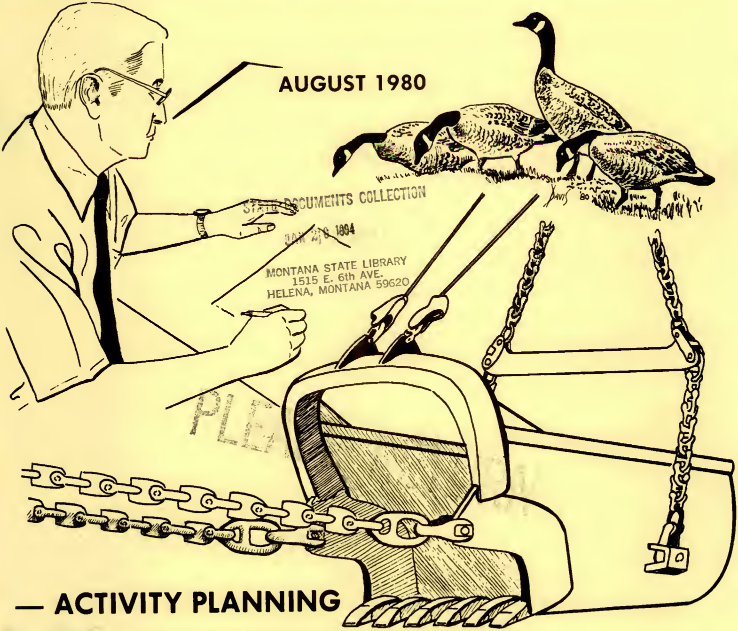
FORT UNION COAL REGION
PROJECT MANAGEMENT PLAN



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PROJECT MANAGEMENT PLAN
FORT UNION COAL REGION

FORT UNION COAL REGION

— ACTIVITY PLANNING
— ENVIRONMENTAL ASSESSMENT
— 1983 FEDERAL COAL LEASING DECISION/SALE

Bureau of Land Management
Montana State Office

Fort Union Regional Coal Team

August 1980

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INTRODUCTION

INTRODUCTION

This Project Management Plan is the guide for people working on the Fort Union Regional Coal Project. It supplements federal coal management regulations, the Memorandum of Understanding for the Fort Union Regional Coal Team (See Appendix B), Bureau of Land Management (BLM) coal program direction, and other legal and regulatory documents.

The Plan defines the steps through which the BLM Lead State Director plans to meet the requirements of the Secretary's coal management program; it aims for a decision about federal coal leasing in the Fort Union region by June 30, 1983. Throughout the study period, the Plan will gradually make use of and incorporate guidance from the Regional Coal Team, the BLM Office of Coal Management, and the Fort Union Project Staff. As a final purpose, the Project Management Plan describes the organization for the project, the division of labor, and the areas and techniques for study.

The following chart (Chart 0.1) illustrates the major elements in the project. After the diagram is its explanation with the phase numbers corresponding to those on the diagram.

Phase 1: Identification and Analysis of Potential Lease Tracts and Likely Associated Facilities

This phase in the program begins with the completion of the BLM Management Framework Plans (MFP). Based on the findings in the MFP as to which areas are suitable for further leasing consideration, Phase I focuses on the delineation of tracts into Logical Mining Units (LMU). Once the tracts are identified, Site-Specific Analyses are done on each tract. Also, an evaluation will be performed addressing the impacts of likely associated power and synfuel plants. During this phase and part of Phase II of the program, the application of unsuitability criteria will continue.

Phase 2: Tract Ranking and Environmental Assessment of Regional Leasing Alternatives

The first step in Phase II is the establishment of leasing targets; i.e., tonnages of federal coal, for the region. Based in part upon these leasing targets, the individual tracts will be ranked and grouped for evaluation into region-wide leasing alternatives for a projected June 30, 1983 lease sale. The focus of this phase is on a comparison among tracts within the region and on an evaluation of potential leasing patterns on a regional basis.

Phase 3: Leasing Decision and 1983 Sale Offering

Based on the analyses reflected in Phase 1 and 2, the focus in this phase is on reaching and implementing a final leasing decision, which ultimately rests with the Secretary of Interior. Included in this phase are lease-sale schedule recommendations from the Regional Coal Team and the lead BLM State Director, economic evaluations by the Geological Survey, and consultations among the Secretary, the Attorney General, state governors, and Indian tribe leaders.

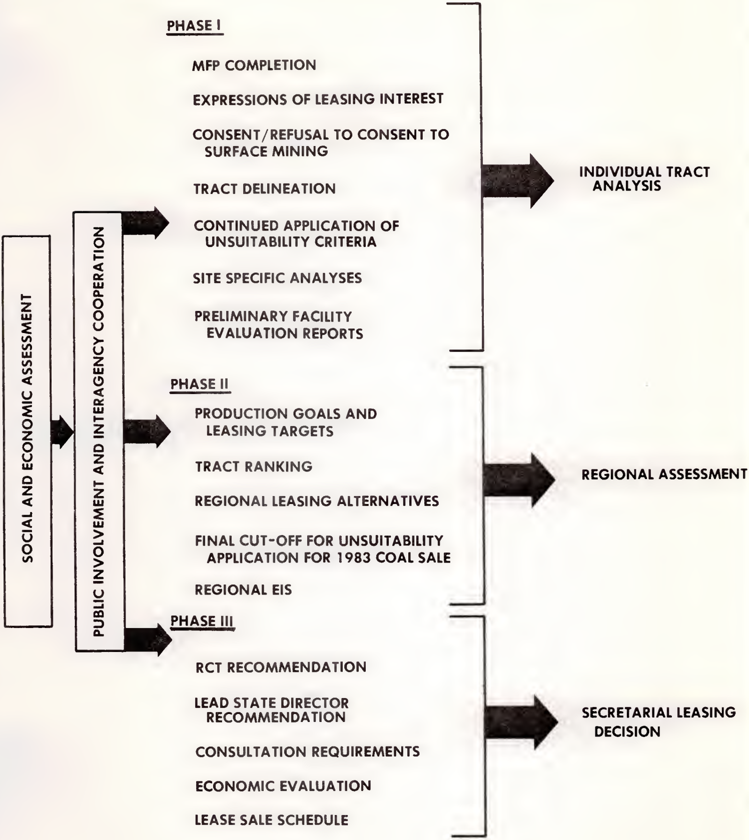
Social and Economic Assessment

Social and economic implications of extensive coal development in the Fort Union Region is of major public concern. For this reason, special care has been taken to ensure that a thorough and accurate social and economic analyses will be performed in all phases of the Fort Union activity plan/EIS.

Public Involvement Plan

As with social and economic concerns, broad public, agency, industry, and organizational interests exist with regard to future leasing and development decisions. A major part of the project planning effort has been to guarantee a public involvement plan which will provide all public groups and agencies an appropriate role in each of the major project phases.

CHART 0.1
MAJOR ELEMENTS: FORT UNION COAL PROJECT


SOCIAL AND ECONOMIC ASSESSMENT
PUBLIC INVOLVEMENT AND INTERAGENCY COOPERATION
PHASE I
MFP COMPLETION
EXPRESSIONS OF LEASING INTEREST
CONSENT/REFUSAL TO CONSENT TO SURFACE MINING
TRACT DELINEATION
CONTINUED APPLICATION OF UNSUITABILITY CRITERIA
SITE SPECIFIC ANALYSES
PRELIMINARY FACILITY EVALUATION REPORTS
INDIVIDUAL TRACT ANALYSIS
PHASE II
PRODUCTION GOALS AND LEASING TARGETS
TRACT RANKING
REGIONAL LEASING ALTERNATIVES
FINAL CUT-OFF FOR UNSUITABILITY APPLICATION FOR 1983 COAL SALE
REGIONAL EIS
REGIONAL ASSESSMENT
PHASE III
RCT RECOMMENDATION
LEAD STATE DIRECTOR RECOMMENDATION
CONSULTATION REQUIREMENTS
ECONOMIC EVALUATION
LEASE SALE SCHEDULE
SECRETARIAL LEASING DECISION

1. ORGANIZATION

1. ORGANIZATION

1.1 INTRODUCTION

The basic organization of the Fort Union Coal Activity Plans/EIS project will be the six technical work groups reflected in Chart 1.1. The project will work through the Regional Coal Team (see Section 1.2) and through the lead BLM State Director (see Chart 1.1). Work group members should, in the context of the group, represent their scientific specialities and their particular agency concerns and jurisdictions, but they will report directly to their work group leader.

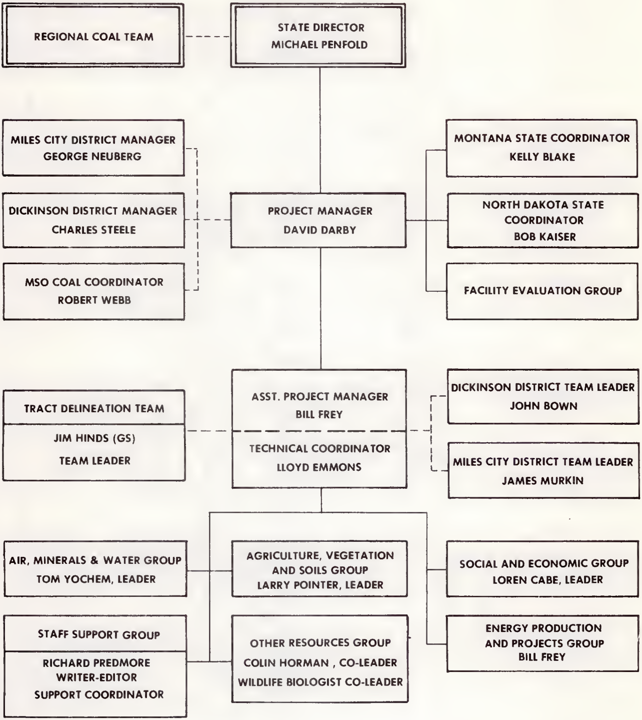
There are three groups which are separate from the project organization itself:

(1) **Site-Specific Analyses Teams,** one for North Dakota and one for Montana, will work on the individual tracts under the direction of the respective BLM District Managers. However, supplemental Site-Specific Analysis (SSA) guidance will be developed through the regular project organization, and clearance of the Site-Specific Analyses will also be performed by the project organization.

(2) The **Tract Delineation Team,** under the direction of the Geological Survey, is responsible for identifying logical tracts for leasing and developing federal coal. While BLM and the two Departments of State Lands will serve on the delineation team, the final delineation of tracts is a GS, and not a project, responsibility.

(3) The **Facility Evaluation Group,** under the chairmanship of the Coal Project Manager, will be a federal/state effort. It will review and offer guidance for the Preliminary Facility Evaluation Reports (PFER) and provide direction for their incorporation into the regional Environmental Impact Statement (EIS). By way of developing guidance, the group will analyze existing studies of gasification plants, coal-fired steam generation plants, and liquification plants.

CHART 1.1
FORT UNION COAL PROJECT ORGANIZATION



1.2 REGIONAL COAL TEAM

A. Members

CHAIRMAN	Clair Whitlock Arizona State Director, BLM
BUREAU OF LAND MANAGEMENT (MONTANA)	Michael Penfold Montana State Director, BLM
STATE OF MONTANA	Tim Gallagher Lt. Governor's Office
BUREAU OF LAND MANAGEMENT (NORTH DAKOTA)	Chuck Steele Dickinson (ND) District Manager, BLM
STATE OF NORTH DAKOTA	Nancy Rockwell Chairman, Governor's Natural Resources Council

EX OFFICIO

U.S. FISH AND WILDLIFE SERVICE	Gill Key Bismarck, ND, Area Manager
Alternate	Wally Stuecke Billings, Montana, Area Manager
OFFICE OF SURFACE MINING	Mel Shilling Federal Lands Specialist Denver, CO.
GEOLOGICAL SURVEY	Dwayne Hull Manager, North-Central Region
Alternate	Jim Hinds, Acting District Supervisor/Resource Evaluation Billings District
DEPARTMENT OF ENERGY	Dr. Charles Metzger Regional Representative of the Secretary, Denver
ENVIRONMENTAL PROTECTION AGENCY	Max Dodson, Chief Water Programs, Montana Office
Alternate	Gene Taylor, Physical Scientist, Montana Office
LOCAL REPRESENTATIVE	Keith Farstveet, Golden Valley County Commissioner, Beach, North Dakota
LOCAL REPRESENTATIVE	Nancy Fishering, Richland Cty. Planning Director, Sidney, Montana
LOCAL REPRESENTATIVE	Ken Coulter, Garfield County Commissioner Jordan, Montana

B. Duties

- Holds public hearings to present, receive, and analyze public comments on regional production goals, leasing targets, EIS scoping suggestions, regional leasing alternatives, and tract ranking criteria.
- Develops report to the Interior Department for establishment on final leasing targets and regional production goals.
- Provides guidance for analyses of power and synfuel plants.
- Provides guidance for tract delineation and for preparation of site-specific analysis of each tract.
- Determines areas to be evaluated.
- Establishes priority and schedules for tract delineation, site-specific analysis, and ranking.
- Reviews delineated tracts for which sufficient data exists.
- Develops criteria for ranking tracts.
- Ranks tracts in high, moderate, or low category of desirability for leasing.
- Selects alternative combinations of tracts.
- Reviews Preference Right Lease Application.
- Reviews lease proposals for public body and small business, and set aside.
- Reviews emergency leasing and coal lease application proposals.
- Reviews exchange proposals.
- Develops guidance for Fort Union Coal Project Organization.
- Provides forum for federal/state consultation and cooperation.
- Clears Fort Union Management Plan.

1.3 MAJOR AREAS OF WORK GROUP RESPONSIBILITY

Air, Minerals, Water

- Air Quality
- Climate
- Geology
- Topography
- Paleontology
- Surface Water Resources
- Hydrology
- Water Quality

Agriculture, Vegetation, Soils

- Crops
- Livestock
- Overall Agricultural Production
- Land Cover
- Forestry
- Soils
- Land Disturbance
- Reclamation Potential

Social and Economic Conditions

- Population Projections
- Income and Employment Changes
- Community Services
- Social Change
- Social Attitudes and Values
- Economic Impacts on Agricultural Operations

Other Resource Uses

- Wildlife
- Fisheries
- Visual Resources
- Cultural Features
- Recreation
- Land Use Patterns
- Wilderness

Energy Production and Projects

- Preliminary Facility Evaluation Reports
- Staff Work on Production Goals and Leasing Targets
- Energy Efficiency Analysis (Net Energy/Mining)
- Development of Regional Leasing Alternatives
- Consolidation of Typical Development by Type of Facility

Support Staff

- Writing Guidelines
- Mapping and Graphics
- Typing and Word Processing
- Editing
- Printing
- Newsletter
- Brochures
- Public Affairs Liaison

1.4 WORK RESPONSIBILITIES

BLM Lead State Director, Michael Penfold

The lead State Director is responsible for ensuring that the regional coal lease sale schedule is met. To do this he will receive policy and technical guidance from the Office of Coal Management and guidance from the Regional Coal Team in the form of recommendations on leasing targets, tract delineation, tract ranking, and tract selection. The lead State Director supervises the Fort Union Coal Project Team (RCT) in the activity planning and EIS preparation process. He also makes sure that coordination with other BLM offices and affected federal and state agencies is achieved.

Fort Union Coal Project Manager, Dave Darby

The Project Manager is responsible for managing and coordinating all aspects of the project. This includes serving as Chairman of the Facility Evaluation Group, providing principal liaison with GS on tract delineation, and developing supplemental direction for BLM districts on Site-Specific Analyses. He is responsible on a day-to-day basis for implementing guidance from the Fort Union Regional Coal Team, and for all project efforts beginning with completion of Management Framework Plans and culminating in final leasing recommendations to the Secretary. He is also responsible for information requested by the Regional Coal Team and for coordinating lease sale activities subsequent to Regional EIS completion. He establishes activity scheduling throughout the process and reviews and approves all analyses prior to inclusion in official review drafts.

Assistant Project Manager, Bill Frey

The Assistant Project Manager is responsible for knowing at all times what activities are occurring on all aspects of the Site-Specific Analyses and Regional EIS processes. He is responsible for the overall Site-Specific Analysis and EIS schedule, for communication with work groups and district Site-Specific coordinators, and for administrative aspects of the Environmental Assessment operation. He serves as the principle contact with GS on tract delineation. He also coordinates the effort among work group leaders.

Technical Coordinator, Lloyd Emmons

The Technical Coordinator is responsible for ensuring that information is technically correct and scientifically consistent throughout the activity planning and environmental assessment process. He is responsible for making sure authors analyze environmental components within standards established by the scoping process and by the Regional Coal Team. He makes certain that proper scientific review of the environmental assessment process has occurred prior to submission to the State Director and the Regional Coal Team. In this capacity, he is available throughout the project for assistance to State Coordinators, work group leaders, and district Site-Specific team leaders.

State Coordinators

State Coordinators are located in Helena and Bismark. In the states of Montana and North Dakota, they are responsible for coordinating all activities necessary to meet the objectives of activity planning and the EIS. The State Coordinators provide a focal point for information in Montana and North Dakota on the preliminary facility evaluations and on the EIS. They assist the Project Manager in the direction of the overall project. They assist work group leaders in a variety of ways. They may also assist in reviewing final manuscripts to ensure that the widest possible array of federal and state concerns are addressed. The State Coordinators are included as participating staff on the Facility Evaluation Group, Energy Production, and Products Work Group, and are members of the screening group to prioritize areas for tract delineation and Site-Specific Analysis.

Work Group Leaders/Work Groups

Work group leaders are responsible, within the various specialities, for all of the analyses and documentation connected with the Preliminary Facility Evaluation Reports (PFER), Site-Specific Analyses/P.FER summary reports, Regional Coal Team tract ranking presentations, cumulative assessments, and regional EIS's. In addition, they are responsible for technically assisting the Site-Specific Analyses team, whose work they will review and clear. In these capacities, the group leaders work on development of guidance for Site-Specific Analyses, Facility Evaluation Reports, and EIS's. They are responsible for continuing coordination among themselves, working through the technical coordinator, and keeping project management informed of progress. A major objective of each work group leader is close coordination with other affected federal, state and local government specialists assigned to the work group.

Each work group is responsible for discussing and analyzing the aspects listed in section 1.3. Each work group describes probable impacts of federal coal development upon its respective area of responsibility. Furthermore, where an impact is discovered that affects another work group's responsibilities, that work

group must be informed so that it can incorporate the change into its studies..

BLM District Managers

Within their respective districts the Miles City and Dickinson District Managers are primarily responsible for completion of the Site-Specific Analyses and for working with GS on a daily basis during the tract delineation process. Through participation with the Regional Coal Team, they will be responsible for, among other things, tract ranking, selection and scheduling, and determining alternative combinations of tracts. Also they will be given the opportunity to review the various manuscripts through the final EIS.

In addition, the District Managers will work closely with the Project Manager in developing the project management plan and related project direction.

1.5 WORK GROUP ORGANIZATION LISTS

Individuals assigned to work groups are listed under "Participating Staff." They may or may not have specific writing assignments, but they should be integrally involved with speciality analysis and group meetings in order to discuss overall conclusions.

Individuals listed under "Other Contacts" are sources of information, or have an interest in the findings and progress of the work groups. Their degree of involvement will vary, but they should be periodically kept informed of EIS progress by the work group leaders. When they have indicated an interest, they should be invited to attend major work group review sessions. Whenever practical, they should be allowed and encouraged to review written materials. When time does not permit actual review, work group leaders should seek other ways to involve the contact people.

AIR, MINERALS AND WATER GROUP

Participating Staff

Tom Yochem, BLM Group Leader	water resources
John Bown, BLM (Dickinson)	geology
Gene Christianson, Health Dept. (N.D.)	air, water
Dale Frink, State Water Comm. (N.D.)	water
Geologist, GS	geology
Gerald Groenewold, GS	minerals, ground water
Harry Keltz, Dept. of Health & Environmental Sciences, Air Quality Bureau (MT)	environmental engineering
Dave Nimick, Lands Dept. (MT)	hydrology
Jim Peterson, BLM	air quality, climate
Chuck Pettee, BLM (Dickinson)	water resources
Fred Shewman, Dept. of Health & Environmental Sciences, Air Quality Bureau (MT)	sanitary engineering

Other Contacts

John Brown, Northern Plains Resource Council

Ken Coulter, Garfield County Commissioner (MT)

Willie Day, elected official, Glendive

Ed Englerth, Public Service Comm. (N.D.)

Al Klein, Public Service Comm. (N.D.

John Skrypck, Minnesota Dept. of Natural Resources

Don Steinbeisser, farmer, Richland County

Dave Thornton, Minnesota Pollution Control Agency

Robert Todd, Dakota Resource Council

AGRICULTURE, VEGETATION AND SOILS GROUP

Participating Staff

Larry Pointer, BLM Group Leader	agriculture, soils
Ray Breuninger, Dept. of Natural Resources & Cons. (MT)	earth sciences
Ralph Driear, Lands Dept. (MT)	EIS coordination
Lloyd Emmons (part-time), BLM	reclamation, botany
Loren Glade, BLM (Miles City)	lands and realty
Neil Harrington, Lands Dept. (MT)	soils
Craig Howard, Lands Dept. (MT)	vegetation
Hugh Livingston, BLM (Miles City)	range, soils, livestock
John Lesesne, BLM	surface protection
Hank McNeel, BLM (Miles City)	agronomy
Safaya Nirander	reclamation
Walt Pasicnyk, Forest Service (N.D.)	forestry
Russell Pigors	soils
Gary Puppe, State Soil Conservation Comm. (N.D.)	agriculture, soil, vegetation
Don Rufledt, BLM (Dickinson)	soils
Surface Protection Specialist, BLM	surface protection
Larry Thompson, Dept. of Natural Resources & Cons. (MT)	biological sciences

Other Contacts

Jerry Bergman, E. Mt. Agri. Research Station
Gary Clamby, North Dakota State University
Ken Coulter, Garfield Co. Commissioner (MT)
Doug Dollhopf, Reclamation Research Unit (MT)
Sy Ekart, Soil Conservation Service (N.D.)
Ed Englerth, Public Service Comm. (N.D.)
Dean Flagg, Livestock Sanitary Board (N.D.)
Bernie Jensen, Reclamation Research Unit (MT)
David Kasten, Rancher
Al Klein, Public Service Comm. (N.D.)
Frank Munshower, Reclamation Research Unit (MT)
Ron Ries, Northern Great Plains Research Center
Bob Runner, Dakota Resource Council
Bill Schafer, Reclamation Research Unit (MT)
Hellen Waller, Northern Plains Resource Council
Steve Young, Reclamation Research Unit

SOCIAL AND ECONOMIC GROUP

Participating Staff

Loren Cabe, BLM Group Leader	economics
Keith Bennett, BLM (Miles City)	economics
Arnold Burian, Tax Dept. (N.D.)	tax
Coal Impact Office (N.D.)	coal impacts assessment
Cameron L. Clemens	rehabilitation services
Patricia Conrad, Social Service Board (N.D.)	social conditions
Vicki DeSonia, Community Dev. Div., Dept. of Community Affairs (MT)	impacts planning
Ralph Driear, Lands Dept. (MT)	EIS coordination
Carol Ferguson, Community Dev. Div., Dept. of Community Affairs (MT)	impacts planning
Nancy Fishering, Richland County Planning District (MT)	City/County Planner impacts planning
Doug Hooper, BLM (Miles City)	sociology
August Keller, Coal Impact Office (N.D.)	economics
Barbara Kennedy	planner
Allen King, BLM (Dickinson)	community planning
William Mrdeza	planner
N.D. Dept. of Vocational Education	vocational education
Charlie Nelson, BLM	community planning
John O'Leary	state planner
Nancy Owen	siting analyst
Recreation Planner, BLM	leisure pursuits, social change
Lee Smutzler	human services
Dave Torkelson, Business Industrial Dev. Dept. (N.D.)	business
Dexter Trom, Employment Security Bureau (N.D.)	employment
John Trull, Social & Comm. Task Force (MT)	Regional Planner

Other Contacts

Kristy Branch, Mtn. West Research, Inc. (Blgs.)

Juanita Helphrey, Indian Affairs Comm. (N.D.)

Neil Kubesh, Northern Plains Resource Council

John McMartin, Cumin Assoc. (Billings)

Ted Renner, Manpower Resource

Margo Stevenson, N.D. Comm. Action Association

Susan Westfall, Dakota Resources Council

OTHER RESOURCES GROUP

Participating Staff

Dan Hinkley, BLM, Group Co-Leader	wildlife/fisheries
Colin Horman, BLM, Group Co-Leader	landscape architecture
Dale Davidson, BLM (Dickinson)	archeology
Al Elser, State Fish, Wildlife & Parks (Miles City)	fisheries
Mark Gorges, BLM (Miles City)	wildlife, fish
Bob Martinka, Dept. of Fish & Game (MT)	baseline studies
Mike McKenna, Game & Fish Department (N.D.)	environmental concerns
Vern Monger, State Highway Dept. (N.D.)	highway planning
Dean Monteith, Federal Aid Coord. Office (N.D.)	land use
Jim Muhn, BLM	historic features
Charlie Nelson, BLM	land use
Jim Richard, Dept. of Community Affairs, Comm. Development Division (MT)	planning, impacts
Steve Wing	recreation

Other Contacts

Connie Best, housewife, Sidney

Dennis Christopherson, U.S. Fish & Wildlife

Roger Collins, U.S. Fish & Wildlife

August Keller, Coal Impact Office (N.D.)

John Skrypek, Minnesota Dept. of Natural Resources

Dave Thornton, Minnesota Pollution Control Agency

Terry Vibeto, Parks & Recreation Department (N.D.)

ENERGY, PRODUCTION AND PROJECTS GROUP

Participating Staff

Bill Frey, BLM Group Leader	minerals
Kelley Blake, State of Montana	
Loren Cabe, BLM	economics
Geologist, GS	geology
Bob Henzler, Public Svc. Comm., Siting Div. (N.D.)	engineering
Dan Hinkley, BLM	wildlife
Colin Horman, BLM	wildlife, fisheries, recreation
Ed Hughes, BLM	mineral economics
Bob Kaiser, State of North Dakota	engineering, coal prod.
Gail Kuntz, State of Montana	facility evaluation
Al Leonard, GS	water resources
John Lesesne, BLM	environmental protection spec.
Physical Scientist, BLM	engineering, air quality
Larry Pointer, BLM	agriculture, vegetation, soils
Surface Protection Specialist, BLM	surface protection
Wildlife Biologist, BLM	land use
Tom Yochem, BLM	air quality, water resources, minerals, geology

Other Contacts

Jim Albano, BLM (Miles City)

Ralph Driear, Lands Department (MT)

David Cover (Gulf)

Ed Englerth, Public Service Comm., Reclamation Division (N.D.)

Robb Gilbert, oil field businessman, Sidney

Mike Grende (Western Energy Co.)

Barbara Kennedy, planner, Miles City

Al Klein, Public Service Comm., Reclamation Division (N.D.)

James Murkin, BLM (Miles City)

STAFF SUPPORT GROUP

Participating Staff

Richard Predmore, Coordinator	writer/editor
Bob Allen	mapping, graphics
Cartographic Group	mapping, graphics
Stella Covington	typing, clerical
Mel Ingeroi	public information/involvement (Dickinson)
Kathy Ives	word processing, typesetting
Rick Kirkness	printing coordination
Barbara Kujat	typing clerical
Mary Nelson	word processing
Craig Whitney	public information/involvement

DICKINSON DISTRICT SITE-SPECIFIC ANALYSIS TEAM

Participating Staff

John Bown, Team Leader	geology, minerals, topography
Allen Caldwell	climate, air quality
Lyle Chase (part-time)	agriculture
Dale Davidson	cultural resources, recreation, visual resources
Robert J. Giovanini, GS	mining engineering
Marve Hoffer	wildlife
Allan King	social & economic conditions/land use
Charles Pettee	water
Russell Pigors	vegetation/agriculture
Don Rufledt	soils/agriculture

Other Contacts

David Cover (Gulf)

TRACT DELINEATION TEAM

Participating Staff

George Mawot, GS, Team Leader

Art Banet, GS

John Bown, Geologist

Sue Cook, GS

Robert Giovanini, GS

Jim Gruber, GS

Bill Hill, Miles City D.O.

Dick Lommen, State Lands Dept. (N.D.)

Hal Owen, GS

Realty Spec., Dickinson D.O.

Rodney Samdahl, Mt. Dept. of State Lands

Staff, N.D. Land Department

Herbert Wincentsen, GS

Other Contacts

David Cover (Gulf)

Loren DeTienne, elected official, Sidney

Ralph Driear, Lands Dept. (MT)

Kevin Fenner, planner, Fallon County

Dennis Hemmer, Lands Dept., Coal & Uranium Bureau (MT)

MILES CITY DISTRICT SITE-SPECIFIC ANALYSIS TEAM

Participating Staff

Jim Murkin, Team Leader	climate, air quality
Economist	economics
Amy Brunner	soils
Ladd Coats	recreation/visual resources
Hydrologist	hydrology
Ralph Driear, Lands Dept. (MT)	EIS coordination
Dave Fraley	cultural resources
Loren Glade	land use
Mark Gorges	animals
William Hansen, GS	mining engineering
Ed Heffern	geology, topography, minerals
Jim Hetzer	writer/editor
Doug Hooper	sociology
Hugh Livingston	range
Hank McNeel	agriculture
Jim Peterson (Billings)	climate, air quality

Other Contacts

David Cover (Gulf)

Mike Grende (Western Energy Co.)

Dennis Hemmer, State Lands, Coal & Uranium Bureau (MT)

Ed Musser, planner, Miles City

John Shontz, consultant, Sidney

FACILITY EVALUATION GROUP

Participating Staff

Dave Darby, Group Leader

Kelly Blake, Lands Dept. (MT)

Loren Cabe, BLM

Max Dodson, EPA

Ralph Driear, Lands Dept. (MT)

Tom Ellerhoff, Dept. of Health & Env. Sciences (MT)

Lloyd Emmons, BLM

Bill Frey, BLM

Bob Henzler, N.D. Public Service Comm.

Bob Kaiser, N.D. Governor's Office

Gail Kuntz, Dept. of Natural Resources & Cons. (MT)

Dana Mount, N.D. State Dept. of Health

Randy Moy, Dept. of Natural Resources & Cons.

Jim Peterson, BLM

Physical Scientist, BLM

Staff, Dept. of Energy

Other Contacts

Ken Coulter, Garfield County Commissioner

David Cover (Gulf)

Loren DeTienne, elected official, Sidney

Kevin Fenner, planner, Fallon County

Nancy Fishering, Richland County Planning

Dennis Hemmer, Lands Dept., Coal & Uranium Bureau (MT)

1.6 DIRECTORY FOR FORT UNION PROJECT

Name	Title	Agency	Address	Office Phone
Albano, Jim	Soil Conservationist	Bureau of Land Mgmt.	P.O. Box 940 Miles City, MT 59301	FTS 585-5011 406-232-4331
Allen, Bob	Mapping Coordinator	Bureau of Land Mgmt.	P.O. Box 30157 Billings, MT 59107	FTS 585-6632 406-657-6632
Baily, Walt	Historian	Historical Society (ND)	State Capitol Grounds Bismarck, ND 58505	701-224-2667
Banet, Art	Geologist	USGS	P.O. Box 2250 Billings, MT 59103	FTS 585-6185 406-657-6185
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2. AREAS CONSIDERED IN ACTIVITY PLAN/EIS

2. AREAS CONSIDERED IN ACTIVITY PLAN/EIS

2.1 CHART OF AREAS FOR FURTHER CONSIDERATION AND MAP OF COAL AREAS

The chart below shows acres and coal tonnages on land found acceptable for further leasing consideration. These acres were selected from the coal areas that were originally studied in the Redwater and Golden Valley Management Framework Plans (MFP) and were selected from those presently being studied in the West-Central MFP (see the following Map 2.1).

CHART:

FORT UNION
FEDERAL COAL ACCEPTABLE
FOR FURTHER CONSIDERATION

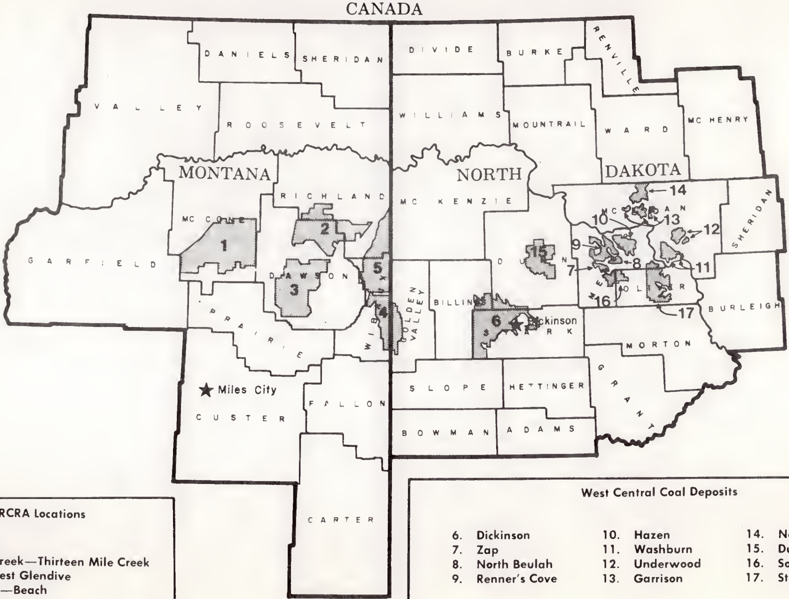
	Acres	Tonnage
Circle KRCRA	81,017	1,984,916,500
Sidney KRCRA	21,864	631,323,000
Bums Creek-Thirteen Mile Creek KRCRA	64,486	1,918,458,500
Southwest Glendive KRCRA	33,599	587,982,500
Wibaux-Beach, MT KRCRA	20,364	748,377,000
Total Montana	221,330	5,871,057,500
Wibaux-Beach, ND KRCRA	11,413	386,471,000
Total North Dakota	11,413	386,471,000
Total Fort Union	232,743	6,257,528,500

Source: Redwater and Golden Valley MFP Summaries.

MAP 2.1

FORT UNION COAL REGION

Redwater, Golden Valley and West-Central Coal Areas



KRCRA Locations

1. Circle
2. Burns Creek—Thirteen Mile Creek
3. Southwest Glendive
4. Wibaux—Beach
5. Sidney

West Central Coal Deposits

6. Dickinson
7. Zap
8. North Beulah
9. Renner's Cove
10. Hazen
11. Washburn
12. Underwood
13. Garrison
14. North Garrison
15. Dunn Center
16. South Beulah
17. Stanton—Center

2.2 APPROACH TO TRACT DELINEATION AND EVALUATION

A sufficient number of preliminary tracts should be delineated and evaluated so that the best possible mix of tracts causing the least serious environmental, economic, and social disruptions can be evaluated and selected for competitive coal lease sale, while at the same time meeting coal quality, quantity, minability and resource conservation standards.

Areas identified as suitable for further leasing consideration in the Golden Valley, Redwater, and West-Central North Dakota (still in draft) Management Framework Plans far exceed the coal requirement to develop alternatives for even the highest anticipated leasing target for a 1983 coal sale in the Fort Union region. The extent of these areas also exceeds the Geological Survey's ability to delineate tracts and BLM's ability to complete site-specific analyses.

In addition, there remains considerable inventory and application of unsuitability criteria, in keeping with the Surface Mining Reclamation and Control Act (SMCRA), deferred or not completed during management framework planning. It is evident that there is neither adequate staff nor funds to complete the remaining unsuitability application everywhere in the areas that have been identified as acceptable for further leasing consideration. On the other hand, if tract delineation is limited to areas already deemed to have met all applicable unsuitability criteria, it is unlikely that an adequate number of tracts could be analyzed to provide the Regional Coal Team with sufficient choices for a region-wide decision.

Given the above constraints, some priorities have to be set at the beginning of the preliminary tract delineation process as to where tracts should be delineated and how many areas BLM will try to evaluate throughout the rest of the process. This screening process must take into account a number of factors which are reflected in Chart 2.2.

1. Expressions of Leasing Interest

A factor to consider in focusing tract delineation and evaluation efforts is whether or not there is reasonable likelihood that the tract will actually be leased and developed. While other factors might lead to the consideration of tracts where no interest has been indicated, or the exclusion of areas where interest has been indicated, the expressions certainly represent a major criteria in focusing evaluation efforts.

2. Refusals to Consent

The MFP areas suitable for further consideration do not reflect surface owner refusals to consent to surface mining. These areas of refusal to consent must be excluded by law from further consideration. Considerable surface owner refusal occurring in the same area could well exclude the technical possibility of designating a Logical Mining Unit within the area. Even where an LMU could be designated on remaining coal, a large number of refusals would represent a strong public opinion regarding the desirability of mining and development in the area in general, a major consideration in determining whether any further evaluation were even appropriate.

3. Coal Resource Information

The quality and economics of coal development vary throughout the region. Also, the completeness of coal resource information available from the Geological Survey varies in quality throughout the region. Both of these items are pertinent criteria in determining where it makes sense to evaluate potential leasing in the near future.

4. Unsuitability Criteria Application

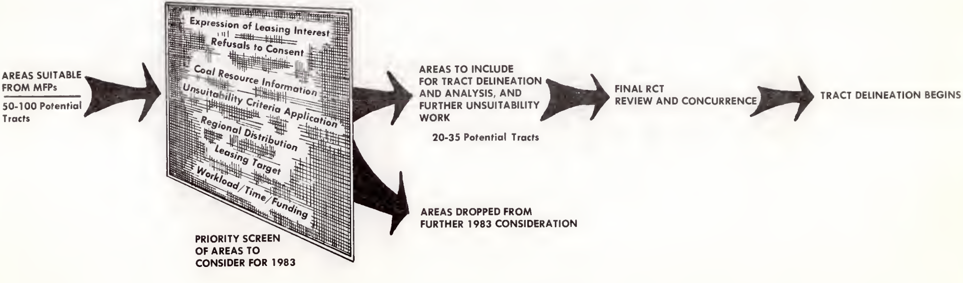
As indicated earlier, completeness of information to meet the unsuitability criteria is essential. Where additional information and evaluation must occur, the cost and capability of securing this information in the time allowed is also pertinent to whether an area should receive further evaluation. This is most pertinent on a regional basis where considerable information must be gathered.

5. Regional Distribution

The focus of the present coal program is regional. If the Regional Coal Team is to advise the Secretary properly, it must be presented options and consequences on a regional basis. Therefore, ensuring that tracts delineated and evaluated provide region-wide alternatives is an essential element in determining overall what tracts will be carried through the program.

CHART 2.2

IDENTIFICATION OF AREAS TO BE EVALUATED IN 1983 LEASE SALE


AREAS SUITABLE FROM MFPs
50-100 Potential Tracts
Expression of Leasing Interest
Refusals to Consent
Coal Resource Information
Unsuitability Criteria Application
Regional Distribution
Leasing Target
Workload/Time/Funding
PRIORITY SCREEN OF AREAS TO CONSIDER FOR 1983
AREAS TO INCLUDE FOR TRACT DELINEATION AND ANALYSIS, AND FURTHER UNSUITABILITY WORK
20-35 Potential Tracts
AREAS DROPPED FROM FURTHER 1983 CONSIDERATION
FINAL RCT REVIEW AND CONCURRENCE
TRACT DELINEATION BEGINS

6. Regional Leasing Target

A regional leasing target was not available for Ft. Union prior to the necessary screening for the Redwater and Golden Valley areas. However, a major consideration in selecting the number of areas to be evaluated would include providing an adequate amount of coal to meet a reasonable leasing target with several different alternatives. An actual leasing target for the region will not likely be available for the screening process for the West-Central North Dakota area.

7. Workload/Time/Funding

A very real constraint is the brief amount of time and funds the agencies have to complete their delineation and evaluation work in a thorough manner in keeping with the quality requirements of the coal program. Therefore, it is expected that agency capability to do the work will be a factor in determining how many tracts to evaluate for a potential 1983 coal lease sale.

The following are general priority categories to be used as guidelines in making judgments about including or excluding areas for further consideration:

Priority A Areas—Priority A would use as a guide the expressions of coal leasing interests by industry and the preferences expressed by the states for leasing their coal. A company's expression of interest will be judged by its proposal to develop a mine and/or to build an energy-conversion plant. Additional factors in Priority A will be whether there already exists a federal lease and whether surface owner consent has been granted. Areas would be selected by this guide in cases when it is thought that unsuitability studies could be completed in time to be placed in the final EIS. The tracts under this priority that survive the ranking and selection process would comprise the majority of those used to meet the federal leasing target.

Priority B Areas—Priority B focuses on continuing mining operations. Under this priority, the goal would be to include enough coal reserves to complete Logical Mining Units (LMU). These reserves would be used to prevent an existing coal operator from having to shut down his mine for lack of coal and to prevent the by-passing of federal coal.

Priority C Areas—This priority would include those areas where expressions of leasing interest are more speculative or are of a long-range nature. These areas are not supported by immediate development plans, or by proposals to build plants, or by documentation of existing surface owner consent. This low priority will also include areas where it is less likely that the remaining unsuitability studies could be completed in the activity planning schedule.

Project Management will schedule meetings with the tract delineation team plus representatives of state and federal agencies to identify areas for tract delineation.

In addition to the above priority guides, an anlysis and application of the refusals to consent would occur first as the most basic required screen in the process. Also, consideration of coal quantities to meet a potential leasing target and consideration of regional distribution would be factors throughout the screening process. It is assumed that tract delineation, Site-Specific Analyses, and Preliminary Facility Evaluation Reports would likely be completed on Priority A and B areas for inclusion in the tract ranking, selection and scheduling process and for the regional EIS. It is expected that pending unsuitability studies would be completed for both priorities. It is also anticipated that at least some tract delineation and site-specific analyses would be done in the Priority C areas.

Finally, the following guidelines would be used for tract delineation for all the priorities discussed above. The seven guidelines come directly from the "Revised Interim Guidelines for Tract Delineation," Information Memorandum 79-282, Change 3, a part of the overall direction for implementing the coal management program.

Guidelines for Tract Delineation

1. "To provide the Regional Coal Team (RCT) a sufficient number of preliminary tracts to meet at minimum the regional coal leasing target and enhance competition to the maximum extent possible."

2. "To provide a sufficient number of preliminary tracts to meet small business and public body needs when so instructed by the RCT and to provide, at a minimum, one small business set aside tract for each regional lease sale schedule."

3. "To delineate whenever possible preliminary tracts that have the potential of forming a Logical Mining Unit (LMU)."

4. "To identify and delineate preliminary tracts that would prevent further by-pass or shutdown situations thereby minimizing the use of the emergency leasing component of the program."

5. "To delineate preliminary tracts that minimize conflicts with other resources."

6. "To delineate preliminary tracts that reflect such factors as mining efficiency, further coal development potential, coal resource conservation, maximum production with minimum disturbance, reclamation potential, elimination to the extent possible of unminable or burned coal beds for potential lease areas, and consideration of the existence and future access remaining for the development of unleased federal coal in the immediate vicinity of the preliminary tract."

7. "To determine preliminary tracts in accordance with RCT guidelines and within the parameter set forth in GS/BLM/OSM MOU on coal management."

Initial Screen of Areas to be Considered

The following individuals, taken from the Facility Evaluation Group, from the Tract Delineation Team, from project management, from BLM district offices, and from state land departments, constitute those assigned to the preliminary screen which will recommend areas for tract delineation and subsequent evaluation in conjunction with a proposed June 30, 1983 lease sale. GS will begin tract delineation in late July on the highest priority areas identified by this group. The specific areas identified and the rationale for both including and excluding areas for tract delineation, Site-Specific Analysis, and continued unsuitability criteria application will be presented for discussion and concurrence to the Regional Coal Team in August 1980. This final concurrence will identify the scope of the Fort Union Regional effort for a 1983 sale.

Ft. Union Tract Delineation & Evaluation Screening Team

Dave Darby	BLM, Billings
Ed Hughes	BLM, Billings
Rod Samdahl	Mt. State Lands
Kelly Blake	Mt. State Lands
Jim Hinds	USGS, Billings
Chuck Steele	BLM, Dickinson
John Bown	BLM, Dickinson
Roger Collins	F&WS, Bismarck
Bill Frey	BLM, Billings
Dennis Christopherson	F&WS, Billings
Raymond Hoem	BLM, Billings
Bill Hill	BLM, Miles City
Jim Murkin	BLM, Miles City
Robert Kaiser	Bismarck
Lloyd Emmons	BLM, Billings
Dick Lommen	N.D. Lands Dept.

The initial screening meeting will be held as soon after the June Regional Coal Team meeting as possible, allowing for the compiling and evaluating of expressions of leasing interests and the results of surface owner consents and refusals.

2.3 IDENTIFICATION OF AREAS FOR TRACT DELINEATION AND EVALUATION

The interagency Screening Group held its first meeting (July 10, 1980) to recommend areas for tract delineation and evaluation in the Redwater and Golden Valley MFP areas. (For membership of the Screening Group, see Section 2.2.) All the areas identified in the MFP's as acceptable for further leasing consideration were addressed during the meeting. A similar screening will occur for the West-Central North Dakota area in late 1980.

Members of the Geological Survey Tract Delineation Team recommended to the Screening Group areas for delineating Logical Mining Units (LMU). Items that were considered include the objectives set forth in IM 79-282, Change 3 "Revised Interim Guidelines For Tract Delineation," surface owner refusals to consent that had been verified, expressions of leasing interest, existing knowledge of coal resources, unsuitability criteria, and regional distribution of possible leasing tracts.

Discussion took place on how the remaining unsuitability studies, especially those dealing with wildlife, would affect the areas recommended for tract delineation. Representatives from the Fish and Wildlife Service, BLM and the states felt that the remaining unsuitability criteria could be completed for the recommended areas in sufficient time to allow the areas to be considered for a June 1983 coal lease sale. If this should not prove to be the case, such an area would be dropped from consideration no later than the conclusion of the public review period for the draft Regional EIS.

Subject to Regional Coal Team concurrence, not yet obtained as of the printing of the Project Management Plan, the Screening Group identified the areas below for tract delineation and evaluation. Areas not recommended for further evaluation for a 1983 coal sale were excluded for a number of reasons. These included congregation of surface owner refusals to consent, low coal quantity, lack of development interest, and more than enough coal available for evaluation in higher priority areas. A more detailed report has been presented to the RCT by the Screening Group.

Circle KRCRA (See Map 2.1)

Two separate areas within this KRCRA have attractive potential for coal development. A Logical Mining Unit (LMU) of sufficient reserves to supply a synfuel plant should be delineated in area 1. (See Map 2.3A.) In addition, the LMU should be delineated into at least one, and if possible, two smaller LMU's of sufficient reserves for a 1,000-Mw coal-fired steam generation power plant.

A second synfuel size LMU should be delineated in area 2 in the eastern part of the KRCRA.

Expressions of leasing interest for the KRCRA were received from Northern Resources, Inc., Burlington Northern, Inc. and Wesco Resources, Inc. power plants and synfuel plants were identified as possible uses for the coal.

Burns Creek-Thirteen Mile Creek KRCRA (See Map 2.1)

Two areas within the KRCRA are recommended for tract delineation. First, a synfuel size LMU should be delineated for area 3. (See Map 2.3B.) As an alternate plan for area 3, there should be delineated two smaller LMU's of sufficient reserves each to supply a 1,000-Mw power plant.

A second area, labeled on Map 2.3B as area 4, 5 and 6, should be delineated for synfuel-size LMU's. Two tracts in this area should be delineated to complete synfuel-size LMU's for existing federal, state, and private coal leases held by the United States Steel Corporation. The expression of leasing interest submitted by the United States Steel Corporation involves two possible LMU's which would divide their current holdings approximately in half. A third synfuel-size LMU is also recommended, one that would conform more to a synfuel LMU based on configuration of the area's high and moderate potential coal and drawn without regard to current ownership or lease-holding patterns.

In addition to U.S. Steel, expressions of leasing interest were received in the KRCRA by the Kerr-McGee Corporation and Consolidation Coal Company. The expressions indicate possible interest in synfuel plants and power plants.

Southwest Glendive KRCRA (See Map 2.1)

A synfuel size LMU is recommended for delineation in area 7. (See Map 2.3C.) A number of companies have existing coal interest in the area, but no single company controls the combined private and state coal. Since the non-federal coal ownership is fragmented, the

successful bidder on the federal coal would likely have a controlling position. Leasing of federal coal in Area 7 should be highly competitive.

Expressions of interest have been made in the area by Burlington Northern and Tosco Corporation, with the possible use of the coal being synfuel.

Sidney KRCRA (See Map 2.1)

The Screening Group recommends that the Sidney KRCRA area be dropped from any further consideration for coal leasing for a June 1983 competitive coal sale. This area has the least sufficient geologic data base for tract delineation of the KRCRA's under consideration for leasing in the Redwater and Golden Valley MFP areas. Approximately 25 percent of the area is covered in a scattered pattern by surface owner refusals to consent. One general expression of leasing interest by Burlington Northern covered the entire KRCRA. The expression also included the other four KRCRA's.

Wibaux-Beach KRCRA (See Map 2.1)

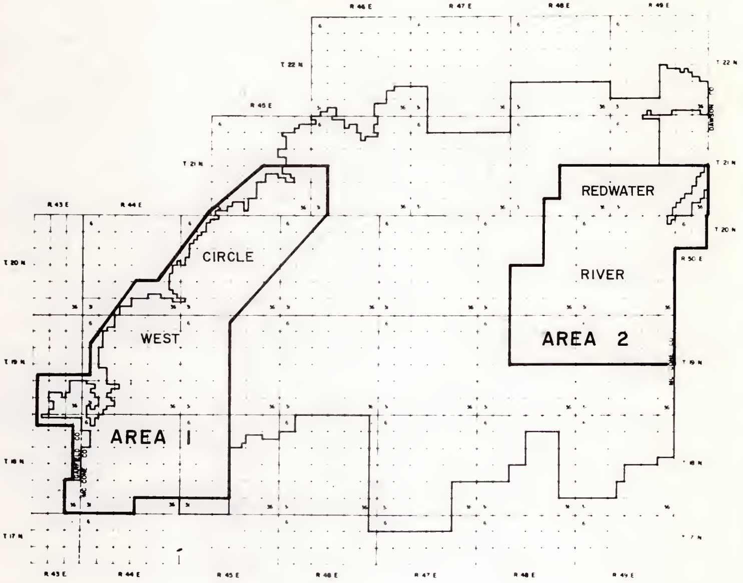
Two synfuel-size LMU's are recommended for delineation in area 8 and 9 in the KRCRA. (See Map 2.3D.) Expressions of leasing interest were received by Tenneco Coal Company and Burlington Northern.

Summary

The Screening Group recommends delineation and analysis of a possible 13 coal lease tracts in the Golden Valley and Redwater areas, covering approximately 3.5 to 4 billion tons of recoverable coal. 1983 leasing alternatives will ultimately be chosen from these and comparable tracts in Western North Dakota.

MAP 2.3A
CIRCLE KNOWN RECOVERABLE COAL RESOURCE AREA

Tps., 17–22 N., Rs. 43–50 E., PM, Montana

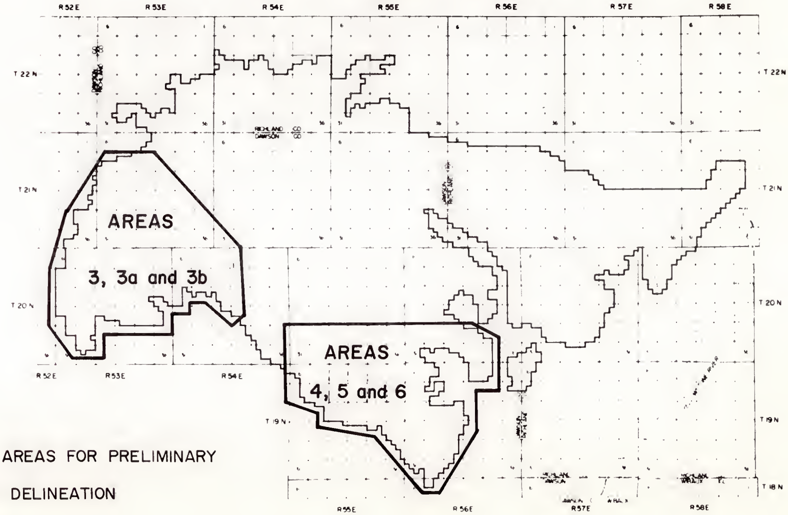


TARGET AREAS FOR PRELIMINARY TRACT DELINEATION

MAP 2.3B

BURNS CREEK—THIRTEENMILE CREEK KNOWN RECOVERABLE COAL RESOURCE AREA

Tps. 18–22 N., Rs. 52–58 E., P. M., Montana



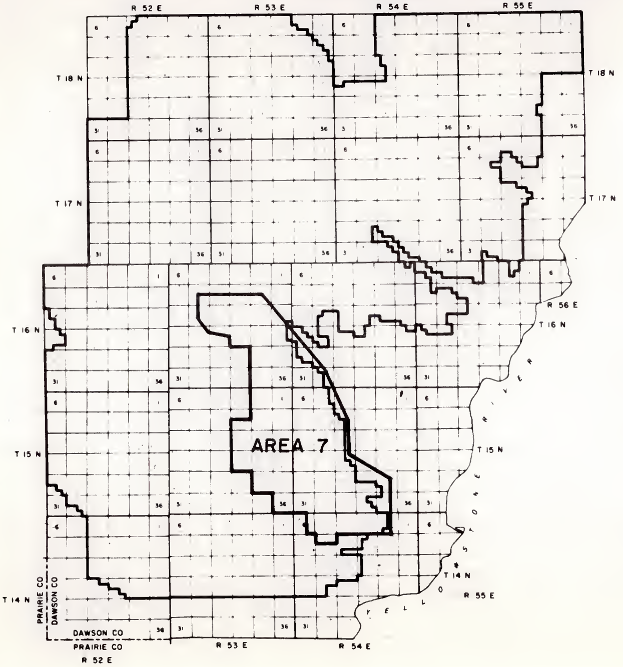
TARGET AREAS FOR PRELIMINARY

TRACT DELINEATION

MAP 2.3C

SOUTHWEST GLENDIVE KNOWN RECOVERABLE COAL RESOURCE AREA

Tps 14-18 N, Rs 52-55 E., P.M., MONTANA

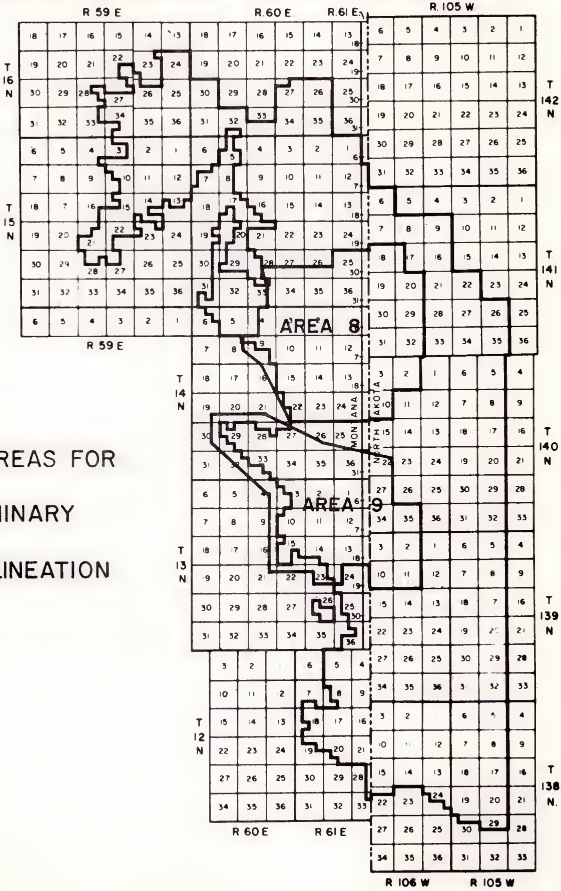


TARGET AREA FOR PRELIMINARY TRACT DELINEATION

MAP 2.3D

WIBAUX-BEACH KRCRA

Tps. 12-16 N., Rs. 59-61 E., P.M., Montana
Tps. 138-141 N., Rs. 105-106 W., 5th P.M., North Dakota



TARGET AREAS FOR

PRELIMINARY

TRACT DELINEATION

3. SCHEDULE AND PROCESS

3. SCHEDULE AND PROCESS

3.1 KEY DATES: FORT UNION PROJECT

Redwater/Golden Valley	**Responsibility**	**Date**
Federal Register Notice (FRN) on RCT organ. meeting	WO	3/6/80
RCT organizational meeting	—	4/10/80
Consent forms sent to landowners RW/GV	Districts	4/8/80
Consent news release	Districts	4/9/80
FRN on request for consent	MSO	5/13/80
Request for consent sent to landowners and industry	MSO	5/16/80
Request for consent news release	MSO	5/13/80
BLM request that consents be received	MSO	6/24/80
BLM verifies consent and refusal	MSO	4/8—6/23/80
FRN on expressions of leasing interest	MSO	4/24/80
Expressions of leasing interest news release	MSO	4/24/80
Expressions of leasing interest material sent to public	MSO	4/30/80
Expressions of leasing interest public response period	—	4/24—6/23/80
Preliminary project management plan	MSO	4/8—6/23/80
FRN on RCT meeting	MSO	5/21/80
RCT meeting	—	6/24/80
Prioritize areas for tract delineation	MSO, Districts, GS, States	6/25—8/11/80
Final project management plan	MSO	6/25—8/11/80
FRN on RCT meeting	MSO	7/10/80
RCT meeting	Bismarck	8/20/80
Tract delineation	MSO, USGS, RCT	7/15—12/15/80
FRN on scoping/intent	MSO	7/31/80
Scoping	MSO	8/1—9/1/80
Public meeting for scoping	MSO, Districts	8/26—28/80
Industry briefing	MSO, Districts	8/21/80
Federal and State agency briefings	MSO, Districts	8/21—22/80
Site-specific analysis	Districts	9/1/80—6/1/81
Facility Evaluation	States, MSO	9/1/80—6/1/81
Phase I Economic Cont. for SSA & FE RW/GV—WCND	MSO	9/15/80—5/15/81
Phase I Social Cont. for SSA & FE RW/GV—WCND	Miles City	9/15/80—2/13/81

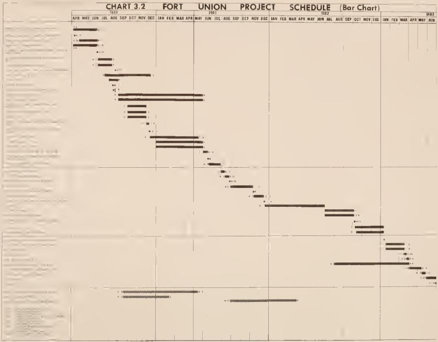
West-Central North Dakota	**Responsibility**	**Date**
Refusal to consent forms sent to landowners	District	9/29/80
Refusal to consent news release	District	9/30/80
FRN on request to consent	MSO	9/29/80
Request for consent news release	MSO	9/30/80
BLM request that consents be received	—	11/28/80
BLM verifies consent and refusal	MSO	10/1—12/1/80
FRN on expressions of leasing interest	MSO	9/30/80
Expressions of interest news release	MSO	10/1/80
Expressions of interest material sent to public	MSO	10/1/80
Expressions of interest public response period	MSO	10/1—12/1/80
FRN on scoping	MSO	10/31/80
Scoping	MSO	11/1—12/1/80

Public meeting on scoping	MSO, Districts	11/25—11/27/80
Evaluation of information for tract delineation	MSO, Districts, USGS	12/1—9/80
FRN on RCT meeting	MSO	11/7/80
RCT meeting	—	12/10/80
Tract delineation	GS, BLM	12/11/80—5/15/81
Site-specific analysis	Districts	1/1—6/1/80
Facility evaluation	States, MSO	1/1—6/1/80
SSA & FE review	MSO, WO RCT	6/1—6/17/81
FRN on RCT meeting	MSO	5/15/81
RCT meeting	MSO	6/17/81
Publish SSA & FE summaries	District	6/18—7/27/81
FRN on RCT hearings and meetings	MSO	6/27/81
RCT hearings and meetings	MSO	7/27—8/10/81
Analysis of hearings	MSO	8/10—25/81
FRN on RCT meeting	MSO	7/25/81
RCT meeting	—	8/26/81

Regional Leasing	**Responsibility**	**Date**
Preliminary tract ranking	MSO	8/27—11/10/81
Cumulative analysis	MSO	8/27—11/10/81
Phase II Economic Cont. for Regional EIS	MSO	8/27/81—4/1/82
Phase II Social Eont. for Regional EIS	Miles City	8/27/81—4/1/82
FRN on RCT meeting	MSO	10/10/81
RCT meeting	—	11/11/81
Develop final EIS alternatives	MSO	11/12—12/15/81
FRN on RCT meeting	MSO	11/14/81
RCT meeting	—	12/16/81
Draft EIS	MSO	1/1—7/1/82
Prep plan approved by RCT	MSO	12/16/81
Completion of graphics by specialist	MSO	2/26/82
Graphics review	MSO	2/26—3/5/82
Graphics to drafting shop	MSO	3/5/82
Completion of text	MSO	3/18/82
Internal review by MSO and WO	MSO, WO	3/18—4/9/82
Revisions	MSO	4/9—30/82
Word processing	MSO	4/30—5/7/82
Typeset, layout, graphics, proofing	MSO	5/7—14/82
Bidding	MSO	5/14—28/82
Printing	MSO	5/28—6/30/82
FRN on DEIS	MSO	6/30/82
Public response	MSO	7/1—10/5/82
Public meetings/hearings	MSO	9/20—24/82
Public involvement workshops	MSO	7/1—10/5/82
FRN on RCT meeting	MSO	9/3/82
RCT meeting	MSO	10/6/82
Final EIS	MSO	10/7/82—1/11/83
Word processing	MSO	11/8—15/82
Typeset and layout	MSO	11/15—29/82
Bidding	MSO	11/29—12/6/82
Printing	MSO	12/6/82—1/11/83
FRN on Final EIS	MSO	1/13/83
Public response	—	1/13—2/14/83
RCT recommends lease sale schedule	MSO	10/7/82—1/11/83
FRN on RCT meeting	MSO	12/10/82
RCT meeting	—	1/12/83

FRN tract under consideration and news release	MSO	1/13/83
Final verification of surface owner consent	MSO	1/17—3/18/83
Sec. consultation	Secretary	1/17—3/18/83
Leasing decision	Secretary	3/18—25/83
Final lease sale schedule	Secretary	3/25—4/4/83
FRN on final lease sale schedule and news release	MSO	4/4/83
Prelimin. economic evaluation including MER & CREV	GS	4/1—4/83
Public comment period on fair market value	—	4/4—5/13/83
Final economic evaluation	GS	5/13—27/83
FRN on notice of sale and news release	Authorized Officer	5/27/83
Lease sale		6/30/83

CHART 3.2 FORT UNION PROJECT SCHEDULE (Bar Chart)



3.3 STEP-BY STEP DEFINITION OF FLOW CHART

(Note: With the following "Step Process," the reader should use the attached foldout, "Flow Chart, Fort Union Activity Planning Regional, EIS and Lease Sale Chart, Chart, 3.3.") The following descriptions explain the step processes of the flow chart.

Step 1 — Regional Coal Team Meeting

Team organization and briefing by Lead State Director and project staff. Initiate steps 2, 3, and 4.

Step 2 — Verification of Surface Owners' Consent or Refusal

This step is initiated and completed prior to the leasing decision and must be received at least 30 working days prior to the publication of the notice of sale (3420.6-1 and 3427.2). When notifications are received of refusal to consent, these lands are dropped out of the process (3420.4-1(b)). Lands not covered by written consent must be dropped from lease sale notice (3427.1). **Federal Register** Notices and news releases are required upon initiation, and they allow at least 30 days response period prior to closing and prior to the leasing decision. Step 2 is only for the Redwater and Golden Valley MFP areas.

Step 3 — Expressions of Leasing Interest

This step is initiated with a **Federal Register** Notice and a news release. A period of 60 days is given for industry, small businesses, the general public, or public groups to express their interest in coal leasing. These expressions of interests are used as partial guidance for tract delineation (3420.4-2). This step is only for the Redwater and Golden Valley MFP areas.

Step 4 — Draft Project Management Plan

The project management plan is composed of several components including (1) project staff organizational structure; (2) the project schedule and flow chart; (3) a public involvement plan; (4) supplemental guidance for tract delineation, Site-Specific Analyses, facility evaluations, tract ranking, tract selections, lease sale schedule and alternatives, and cumulative analysis; (5) preparation plan for the Regional EIS; and (6) lease sale functions. Segments of the Project Management Plan will need to be developed as steps of activity planning are completed in order to include specific guidance from the Regional Coal Team.

During this step contracts for social, economic, and air quality work will be initiated for the Site-Specific Analyses and the regional analyses.

Step 5 — Regional Coal Team Meeting

Review and comment on steps 2, 3 and 4. Provide guidance for tract delineation for the Redwater and Golden Valley MFP areas.

Step 6 — Identify Areas for Tract Delineation and Evaluation

During this step, a federal/state group will identify and set priorities on the areas where tracts will be delineated and evaluated for potential 1983 lease sale. This step is needed because the potential number of tracts far exceeds either coal need or the ability of the agency to evaluate every possible lease area for a 1983 decision. The areas will be identified based upon expressions of leasing interest, refusals to consent, surface owner consents, regional distribution, coal resource information, and general advisability to lease based upon a discussion by the screening group. This step is further defined in Section 2 of the Project Management Plan.

Step 7 — Project Management Plan

Revise Project Management Plan as requested by RCT and print PMP. (Some sections to be added later.)

Step 8 — Tract Delineation

This step is completed by a special team under the leadership and direction of Geological Survey, with assistance from BLM and OSM. A three-part document will be prepared to include lands, geology, and engineering reports. This step covers the Redwater and Golden Valley MFP areas.

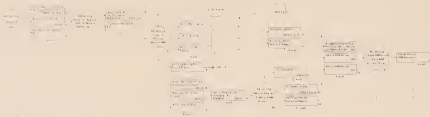
Step 9 — Activity Plan Scoping

A brochure will be mailed out to the general public, industry, and all local governmental agencies upon initiating these steps. A 30 day period will include T.V. orientations and briefings on the subject of activity planning. At the end of the 30 day period, a followup circular, expressing public concerns and how they are addressed during activity planning, will be prepared and mailed out to the public. This step applies only to the Redwater and Golden Valley MFP areas.

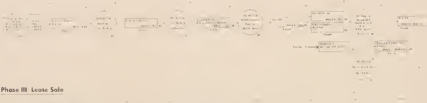
Fort Union

Chart 3.3 Activity Planning, Regional EIS and Lease Sale (Flow Chart)

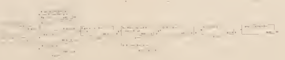
Phase I Program Development, Tract Delineation, Site-Specific Analysis and Facility Evaluation



Phase II Tract Ranking, Selection and Regional EIS



Phase III Lease Sale



* Redwater and Golden Valley MFP Areas Acceptable for Further Leasing Consideration

** West Central MFP Areas Acceptable for Further Leasing Consideration

Step 10 — Regional Coal Team Meeting

Review and comment on tract delineation progress. Provide specific guidance for Site-Specific Analyses and for Preliminary Facility Evaluations Reports for the Redwater and Golden Valley areas. Concur with implementation of schedules for surface owner consent and expressions of leasing interest requests (step 17) and scoping for the West-Central MFP area (step 18). Review and clear priority areas for continued application of unsuitability criteria. RCT will take field trip of the West-Central MFP area at this meeting.

Step 11 — Industry Briefing

This step will occur immediately following the Regional Coal Team Meeting (step 10). This briefing will cover the entire activity planning process for all three MFP areas.

Step 12 — Federal, State and Local Agency Briefings

This step will occur immediately following the Regional Coal Team Meeting (step 10). This briefing will cover the entire activity planning process for all three MFP areas. One briefing will be held in Bismarck, and another in Helena, both under state sponsorship. The major focus of the meeting will be to review project planning to date and recommend new work group participants from state and local agencies and interested organizations.

Step 13 — Continued Unsuitability Criteria Analysis

Application of unsuitability criteria should be a continuous process for all tracts delineated until the Regional Coal Team Meeting described in step 39. At this time all tracts which have been cleared for suitability would proceed on through the system. Those tracts which had not been cleared would drop out. Clearance of tracts under unsuitability criteria would be on a priority basis with advice and guidance from the RCT.

Step 14 — Site-Specific Analyses (SSA)

This step consists of a comprehensive environmental impact analysis of leasing and mining associated with a federal tract. These analyses will be performed under the leadership of the Miles City and Dickinson District Offices.

Step 15 — Preliminary Facility Evaluation Reports (PFER)

The Preliminary Facility Evaluation Reports will address impacts of likely energy facilities associated with a tract or group of tracts. The purpose of this step is to present to the Regional Coal Team a comprehensive understanding of potential impacts associated with leasing, and not to deal in anyway with specific siting issues. Guidance for the Preliminary Facility Evaluation Reports will be developed by a federal/state group under the leadership of the Project Manager. The actual analyses will be performed by the Energy, Production and Projects Group within the project organization and under the leadership of the Assistant Project Manager.

Step 16 — Verification of Surface Owners' Consent or Refusal

See step 2. Step 16 is only for the West-Central MFP area.

Step 17 — Expressions of Leasing Interest

See step 3. This step is only for the West-Central MFP area.

Step 18 — Activity Plan Scoping

See step 9. This step is only for the West-Central MFP area.

Step 19 — Identify Areas for Tract Delineation

See step 6. This step applies only to the West-Central MFP area.

Step 20 — Regional Coal Team Meeting

Review and comment on the on-going process of Site-Specific Analyses and Facility Evaluation of the Redwater and Golden Valley MFP areas. Provide guidance for initiating tract delineation, Site-Specific Analyses, and Facility Evaluation Reports for the West-Central MFP.

Step 21 — Tract Delineation

See step 8. This step applies only to the West-Central MFP area.

Step 22 — Site-Specific Analyses

See step 14. This step applies only to the West-Central MFP area.

Step 23 — Preliminary Facility Evaluation

See step 15. This step applies only to the West-Central MFP area.

Step 24 — Review of SSA and PFER

In many cases these reviews will be performed concurrently and throughout the process as Site-Specific Analyses and Facility Reports are completed. However, these reviews will culminate in a final clearance process anticipated to run two weeks at this point in the program. It is anticipated that during this period, Washington Office and Regional Coal Team review would occur concurrently, and that Project Management, MSO, and State Coordinator review would have occurred prior to this time.

Step 25 — Regional Coal Team Meeting

One major purpose for the Regional Coal Team meeting at this point is to approve the public summary of the sites-specific review so that it can be published and to approve arrangements for future Regional Coal Team hearings and meetings which are outlined in Step 27.

Step 26 — Publish Summaries of SSA and PFER

Upon completion of all SSA's and PFER's, a summary will be prepared and distributed to the public. This step provides for public input into the RCT hearing and meeting on leasing targets and tract ranking as well as on Regional Environmental Impact Statement scoping and alternatives.

Step 27 — RCT Hearings and Meetings

During this step the Regional Coal team will chair hearings and informational meetings throughout the Region to obtain public views on the leasing target for the region, on tract ranking criteria, as well as on scoping for the Regional EIS effort and on views about the development of alternatives for evaluation within the Regional EIS.

Step 28 — Analysis of Regional Hearings

This step provides for analysis of public concerns which were aired at the RCT hearings. An array of leasing targets, ranking factors, regional EIS scoping concerns and alternatives will be developed for Regional Coal Team consideration. This is primarily a staff preparation step preceding the Regional Coal Team meeting in step 29.

Step 29 — Regional Coal Team Meeting

During this stage, the Regional Coal Team would select tract ranking factors (ones that have been announced) with consideration given to input from the public on the summaries and at the hearings. The Regional Coal Team would perform preliminary tract ranking at this Regional Coal Team meeting.

Step 30 — Cumulative Analyses

The project staff will prepare the cumulative analyses on preliminary tract rankings. These cumulative analyses will be presented to RCT so that the team can guide the final tract ranking and selection.

Step 31 — Regional Coal Team Meeting

Review preliminary tract rankings and cumulative analyses of alternative selections. Final tract ranking and selection.

Step 32 — Leasing Schedule Alternatives

For RCT review the project staff will document the draft of the proposed action in the REIS. Each alternative leasing schedule will be described in detail.

Step 33 — Regional Coal Team Meeting

Approve proposed action and alternatives for the Draft Environmental Impact Statement.

Step 34 — Draft EIS

The project staff will draft EIS for WO and RCT review, and the staff will prepare the draft EIS for printing and distribution for public review.

Step 35 — Public Review and Comment Period of Draft REIS

This step provides a 90 day general public review and comment period on the draft REIS.

Step 36 — Public Involvement Workshops

This step involves public workshops at various locations within the Region to include key community leaders and public interest group leaders. The purpose of the workshops will be two-fold: they will use a structured group involvement process to critique and provide comments on the EIS, and they will also provide views to the Regional Coal Team on the desirability or lack thereof of the various leasing alternatives.

Step 37 — Completion of Unsuitability Studies

All tracts not cleared by unsuitability criteria would be dropped from further consideration at this time.

Step 38 — Regional Coal Team Meeting

During this step the Regional Coal Team will review an analysis of the public input during the public review period, discuss major issues, and direct project personnel on putting together a final presentation to the coal team for the selection of the preferred leasing alternative. Direction at this time will also go to the project group on putting together the final Regional EIS.

Step 39 — Final EIS Preparation

The Project staff will prepare the final Regional EIS for printing and distribution to the public based upon guidance received from the Regional Coal Team in step 38.

Step 40 — Recommended Lease Sale Schedule

Presentation of lease sale alternatives to the Regional Coal Team. This step represents the staff work necessary to present a recommendation and rationale, possibly for several major alternatives, to the Regional Coal Team. This step will be structured largely to conform with guidance received from the Regional Coal Team in step 38. If the Regional Coal Team is prepared in step 38 to select a preferred alternative, then step 40 will be oriented toward the development of a recommendation and rationale document for final review and clearance by the Coal Team. If the Coal Team wishes to evaluate further several major alternatives in a comparative context with a rationale statement developed for each, then the staff work performed in step 40 would reflect this direction. If this latter course of action is requested by the Regional Coal Team, an additional Regional Coal Team meeting could be anticipatd after step 41 to clear a final recommendation and rationale document to the Secretary.

Step 41 — Regional Coal Team Meeting

At this step the Regional Coal Team would evaluate a recommendation and rationale for preferred lease sale schedule or alternative schedules depending on direction developed in step 38. In any case, this or a subsequent meeting would result in a final recommendation and rationale statement to the Secretary.

Step 42 — Announcement of Tracts Under Consideration

Publish **Federal Register** Notice.

Step 43 — Final Verification of Surface Owner Consent

A **Federal Register** Notice will be published to allow 30 days for final written comments by surface owners. Comments will be analyzed and a report sent to the Secretary.

Steps 44, 45, 46, 47 — Proposed Lease Sale Consultation

These steps provide for a consultation period during which the Secretary will consult with other federal departments, state governors, Indian tribes, and the Attorney General. Regulations require a 60 day period prior to making a leasing decision.

Step 48 — Regional Lease Sale Schedule

Prepare a **Federal Register** Notice in which the Regional Lease Sale Schedule is published. A 30 day response period is required.

Step 49 — Economic Evaluation

This step is to be completed by Geological Survey. Distribution of the information about this step could occur during the final consultation period, but the step cannot be fully completed until after the public comment period in step 51.

Step 50 — Public Comment Period on Fair Market Value

A 30 day period is required for public comment on the Fair Market Value. This period cannot begin until the Regional Lease Sale Schedule is announced by the Secretary in a **Federal Register** Notice.

Step 51 — GS Evaluation

This step involves a work period for GS to consider public comments and make necessary adjustments to Fair Market Value.

Step 52 — Notice of Sale

Publish a **Federal Register** Notice of sale and sale date. A 30 day response period between notice of sale and the sale date must be allowed.

Step 53 — Lease Sale

Hold lease sale in accordance with Coal Management Regulation 3422.3.

4. PUBLIC INVOLVEMENT PLAN

4. PUBLIC INVOLVEMENT PLAN

4.1 INTRODUCTION

The overall purpose of the public participation plan is to provide an ordered means of communication with the various segments of the public so that they can contribute to the coal program. Public involvement will go beyond merely listening to public opinions. The participation will be planned and timed so that public views will be incorporated into the decision-making process itself. In any public involvement plan there must first be orientation and education, followed by exchanges of views.

Keeping the public informed on the coal project will depend largely on the degree of interest that the news media takes. Throughout the program media representatives will be kept informed, and a posture of openness and assistance to the media will be maintained.

There are four major steps in the development of a public involvement plan:

1. **Program Definition.** This Project Management Plan, together with federal regulations and Interior Department Direction, defines the major steps in the coal activity plan/EIS/decision process. These are the elements around which the public involvement plan is built.
2. **Identification of Affected Public Groups.** Public in this plan is used in the broadest customary sense: general public, interest groups and organizations, private enterprise, and government representatives. For a description of how the public is involved, see the Public Involvement Chart, 4.I.
3. **Public Involvement Objectives.** Two over-riding objectives are the basis for this plan:
   a. Ensure that the information and analysis upon which federal leasing decisions are to be based are technically sound and acceptable to the widest possible number of affected citizens.
   b. Ensure that the results of public involvement efforts are adequately evaluated and used in both the assessment and decision-making aspects of the Fort Union program.

   Certain regulatory requirements related to public involvement must be met. The public must be sufficiently oriented to the Fort Union coal program to become involved with it. Public involvement should be encouraged and made as convenient as possible.
4. **Techniques.** The public involvement techniques vary with the step in the program, the role of different public groups, and the objective being addressed. Section 4.4 is an attempt to chart these elements of the program for the Fort Union effort.

Several techniques of the Fort Union Public Involvement Plan deserve special mention:

Scoping

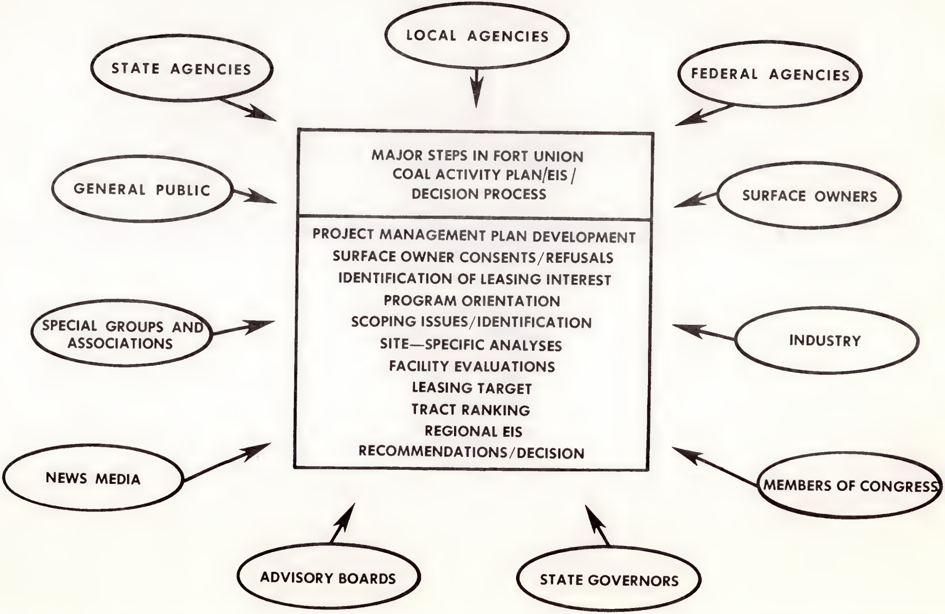
The scoping process is designed in two phases to allow for the identification of issues prior to site-specific work, and then to allow more specific scoping in conjunction with defining issues and leasing alternatives for the regional EIS. Many issues have already been identified in connection with coal development in eastern Montana and West-Central North Dakota. This has occurred through prior planning and public involvement efforts. The initial scoping phase would use a brochure describing the Fort Union program and identifying major public issues already on record. It would solicit by mail any new concerns or special emphasis. In addition, the opportunity for personal briefings or conferences would be provided to specific groups or organizations. Meetings and hearings chaired by the Regional Coal Team would be used in the second phase of the scoping process (during the regional EIS). The purpose of these meetings will be to listen to the public and to exchange views with them. The meetings will be held throughout the Fort Union coal regions and will address the different kinds of impacts, both on-site and off-site. Finally, unstructured interviews will be used to discover public attitudes, concerns with likely coal related impacts, and quality-of-life considerations. The results of these interviews will also be used to refine further the issues and rank the importance of items in the Fort Union process.

Work Group Project Structure

The project is designed to operate largely through work groups, which are established to deal with different environmental and issue areas, such as agriculture,

CHART 4.1

PUBLIC INVOLVEMENT PLAN: PROGRAM STEPS AND AFFECTED GROUPS



vegetation, and soil. The work groups will be made up primarily of BLM and GS personnel. However, an effort will be made to involve other federal, state, and local agencies in the work groups and to involve interested groups, organizations, and individuals as contacts for these work groups. The purpose will be to involve affected public groups early in the assessment process so that they may affect the analysis from the beginning.

Site-Specific and Preliminary Facility Evaluation Review

A summary of the results of the Site-Specific Analyses and Preliminary Facility Evaluation Reports will be written. This is a compromise between having no structured documentation of the results of the tract specific phase and the reprinting of 50 to 75 major analyses. The printing and public distribution of the entire Site-Specific Analyses and Preliminary Facility Evaluation Reports would be impractical. However, the public needs to be aware of the more important results of these analyses in order to participate in an informed way in the steps that follow. The summary report coupled with overview briefings prior to the Regional Coal Team hearings are techniques for accomplishing this involvement.

Regional Coal Team Hearings

The Regional Coal Team will chair hearings on the regional leasing target, on tract ranking criteria, on EIS scoping issues, on alternative tracts for consideration, and on the draft, regional EIS (during the public review period). These hearings will allow the Regional Coal Team to hear comments not only on the quality of analyses which have been done, but also hear comments from the public that will directly affect decision-making.

Public Workshops on the Draft EIS

In addition to the Regional Coal Team hearings and the normal document review of the draft EIS, public workshops throughout the region are currently planned. This will allow government, industry, and private leaders throughout the region to participate directly, in a structured fashion, in making views and preferences known to the Regional Coal Team.

Project Newsletter

A Fort Union Project Newsletter is anticipated, to be issued every 2-3 months or at key points in the overall program. Its major purpose is to communicate with all individuals, agencies, and groups involved directly or indirectly with the project. It would go out to all of those individuals on the project mailing list, in addition to news media. It would not be aimed at the general public, but would be readily available to them.

4.2 MAJOR PUBLIC GROUPS AND THEIR INVOLVEMENT

State Governors	Regional Coal Team Membership Consultation Requirements
State Agencies	Work Group Participation Joint Leadership: Facility Evaluation Scoping/Hearings Agency Briefing Regional EIS Review/Hearings Advise State RCT Member Newsletter
Local Agencies	Work Group Participation Scoping/Hearings Individual Briefings on Request Regional EIS Review/Hearings Regional EIS Public Workshops Unstructured Interviews News Releases
General Public	News Releases Scoping Brochure Site-Specific/PFER Summary Brochure Unstructured Interviews RCT Scoping Hearings Regional EIS Reviews
Surface Owners	(Same as General Public) Request for Consent or Refusals Personal Follow-up Contacts (as appropriate)
Special Groups and Associations	(Same as General Public) Participation as Work Groups Special Briefings on Request Regional EIS Public Workshops Newsletter
Federal Agencies	(Same as State Agencies)
Industry	(Same as General Public) Contact for Projects Work Group Request for Consent Call for Expressions of Leasing Interest Industry Briefing Workshops on Regional EIS
Advisory Boards	(Same as Special Groups) Offer Advice through Regular Advisory Channels
Members of Congress	Receipt of All News Information Advance Copies of all Documents Advance Briefings on Requests Hearings Testimony Newsletter
News Media	Press Releases RCT Coverage Briefings/Interviews Newsletter on Request

Chart 4.3 Public Involvement Actions
(to be used in conjunction with "Flow Chart 3.3")

PHASE I

Correlation to Numbered Boxes on Flow Chart	Public Involvement Actions	Responsibility
1	News Release announcing meeting	Office of Public Affairs (O.P.A.)
1	News Release covering meeting	O.P.A.
4	Prepare Draft Public Involvement	Project Management (P.M.)/O.P.A.
5	News Release announcing meeting	O.P.A.
5	News Release covering meeting	O.P.A.
7	Final Public Involvement Plan	P.M./O.P.A.
7	Compose project mailing list and enter on computer	P.M./O.P.A.
7	Develop Scoping Brochure with form for public response	P.M.
7	Develop newsletter masthead and print advance supply	P.M.
10	News Release announcing meeting	O.P.A.
10	Solicit contact names from RCT for Technical Specialists and mailing list. Update latter.	P.M.
9,10	News Release covering RCT meeting and brochure availability. Solicit comments for scoping.	O.P.A.
9	Mail brochure with scoping response form.	O.P.A.
11,12	Prepare visuals and written material for gov./industry briefings	P.M.
16, 17, 18	Newsletter announcing forthcoming RCT meeting and agenda items, i.e., tract delineation, surface owner consent, leasing interest, scoping, etc.	P.M./O.P.A.
20	News release announcing RCT meeting and agenda items	O.P.A.
20	News release covering RCT meeting and approved actions	O.P.A.
24	Prepare public summary documents on SSA, FE	P.M.
25	News release and newsletter announcing RCT meeting and agenda	P.M./O.P.A.
25	News release covering meeting and "soon to be available" SSA/FE summaries	O.P.A.
26	Mail SSA/FE summaries by mailing list; public requests with letter soliciting comments	O.P.A.

26	Receive and analyze public comments	P.M.
26	Newsletter on public comment and forthcoming hearings	P.M./O.P.A.

PHASE II

Correlation to Numbered Boxes on Flow Chart	Public Involvement Actions	**Responsibility**
27	Federal Register notice for hearings	P.M.
27	News Release announcing public hearings	O.P.A.
27	Display ad announcing public hearings in printed media specific to region	P.M.
27	Public hearings	P.M.
27	News Release covering public hearings	O.P.A.
28	Newsletter covering public hearings; analysis of public testimony	P.M./O.P.A.
29	News Release announcing RCT meeting	O.P.A.
29	News Release covering RCT meeting	O.P.A.
29	Newsletter covering preliminary criteria for tract ranking and alternative selection	P.M./O.P.A.
31	News Release announcing RCT meeting	O.P.A.
31	News Release and newsletter covering RCT meeting (tract ranking and selection)	P.M./O.P.A.
33	News Release announcing RCT meeting	O.P.A.
33, 34	News Release and newsletter covering RCT meeting, draft EIS preparation, and forthcoming public hearings/workshops	P.M./O.P.A.
35, 36	**Federal Register** notification for public hearings on Draft EIS	P.M.
35, 36	Display ad announcing public hearings on Draft EIS and public comment period	O.P.A.
35, 36	News Release announcing public hearings on Draft EIS and public comment period	O.P.A.
35, 36	Mail Draft EIS according to mailing list and public requests	O.P.A.
35, 36	Prepare audio-visual and written materials in support of public hearings/workshops at P.M.'s request	P.M./O.P.A.
35, 36	Public hearings and workshops	P.M.
35, 36, 38	News Release and newsletter covering public hearings/workshops, final EIS publication schedule, and forthcoming RCT meeting	P.M./O.P.A.
39	Possible T.V. interview covering Final EIS and public comment period	P.M./O.P.A.

39	News Release with the Final EIS table of contents and with announcement of EIS availability to public	O.P.A.
39, 41	Mail Final EIS according to mailing list and public requests. Enclose cover letter announcing next RCT meeting	O.P.A.
41	News Release announcing RCT meeting and recommended lease sale schedule	O.P.A.
41	News Release and newsletter covering RCT meeting and recommended lease sale schedule	P.M./O.P.A.

PHASE III

Correlation to Numbered Boxes on Flow Chart	Public Involvement Actions	Responsibility
42, 43	News release and newsletter covering tracts under leasing consideration	P.M./O.P.A.
44, 47	Consult Federal and State agencies on proposed lease sale schedule	P.M.
48, 50	News Release and newsletter covering regional lease sale schedule and public comment period on fair market value	P.M./O.P.A.
48, 50	Receive and analyze public comments	P.M.
52	**Federal Register** notification of "Notice of Sale"	P.M.
52	News Release and newsletter covering "Notice of Sale" and competitive lease sale process	P.M./O.P.A.

4.4 AFFECTED PUBLIC GROUPS IN FORT UNION

Federal Agencies

Department of Agriculture
  Forest Service
  Soil Conservation Service
Department of the Interior
  Bureau of Indian Affairs
  Bureau of Mines
  Fish and Wildlife Service
  Geological Survey
  Heritage Conservation and Recreation Service
  National Park Service
  Water and Power Resource Service
  Office of Surface Mining
Environmental Protection Agency
Corps of Engineers
Energy Research Development Administration
Mining Enforcement and Safety Administration
Occupational Health and Safety Administation
Department of Energy
Department of Commerce
U. S. Bureau of Labor Statistics
Science and Education Administration
Rural Electrification Administration
Federal Energy Regulatory Commission

Local Agencies

Montana
Social and Community Service Task Force
Eastern Montana Growth Task Force
City/County Planning Commissions (in eastern Montana)
Grazing Associations
Mayors
County Commissioners

North Dakota
City/County Planning Commissions (in West-Central North Dakota)
Roosevelt-Custer Regional Council for Development
Mayors
County Commissioners
Soil Conservation Committees
Grazing Associations
Mercer County Energy Development Board
Williston Basin Regional Council for Development
Lewis and Clark Regional Council for Development
The Souris Basin Planning Council

State Agencies

Montana
Governor's Office
Department of Community Affairs
Department of Fish, Wildlife, and Parks
Department of Health and Environmental Services
Department of Natural Resources and Conservation
Department of State Lands
Historical Society
Coal Board
Department of Revenue
Attorney General's Office

North Dakota
Governor's Office
Energy Office
Game and Fish Department
Historical Society
State University
Public Service Commission
State Highway Department
Water Commission
Geological Survey
Employment Security Bureau
Health Department
Land Department
Attorney General's Office
Indian Affairs Commission
Coal Impact Office
Agriculture Department
Tax Department
Natural Resources Council

General Public (separate mailing list)

Special Groups and Associations

North Dakota Wildlife Federation
Northern Plains Resource Council
Dakota Resources Council
McCone Agricultural Protection Organization
Golden Valley Protective Association
United Sportsmen of North Dakota
Sierra Club
Friends of Earth
Audubon Society
Wildlife Federation
North Dakota Farm Bureau
Farmers' Union
North Dakota Lignite Council
Rocky Mountain Oil and Gas Association
The Wilderness Society
Environmental Information Center (MT)

News Media (separate mailing list)

Advisory Boards

Dickinson District Advisory Council
Miles City District Advisory Council

State Governors (separate mailing list)

Members of Congress

Montana
Senator John Melcher
Senator Max Baucus
Congressman Ron Marlenee

North Dakota
Congressman Mark Andrews
Senator Quentin Burdick
Senator Milton R. Young

Industry (separate mailing list)

Surface Owners (separate mailing list)

Other

Old West Regional Commission
Missouri River Basin Commission
State Legislative Leadership (MT and N.D.)
Indian Tribal Councils
  Fort Berthold (N.D.)
  Fort Peck (MT)

5. SOCIAL AND ECONOMIC ASSESSMENT

5. SOCIAL AND ECONOMIC ASSESSMENT

5.1 INTRODUCTION

With the likelihood of new and large-scale coal development in the Fort Union region, it is important to assess the social and economic impacts that will result. In the following pages section 5.2 outlines the plan for the economic assessment of potential industrial and population growth in the area; section 5.3 does the same for the social assessment.

It should be noted that these sections only attempt to highlight. The results of these studies will be integrated with other aspects of technical evaluation throughout the different phases of the Fort Union Regional Coal Project. The economic and social information will be used in the Site-Specific Analyses (SSA), the Preliminary Facility Evaluation Reports, (PFER), and in the regional EIS. A special focus has been given to agriculture, economics, and lifestyle, all of which would be effected by large-scale growth.

Section 5.4 contains the initial contract that will be awarded to a private consulting firm (by September 30, 1980) which will collect and evaluate economic data. The purpose of the economic contract is to study the impacts of the mines (in the SSA), of the likely associated facilities (in the PFER), and of the combined impacts of these two. In the future an additional economic contract is anticipated to assist with computer assessment of regional economic changes from various leasing alternatives. The results of these contracts will be thoroughly evaluated by interagency personnel on the Social and Economic Work Group prior to their incorporation in any of the final project analyses. In addition, all of the above information will be supplemented throughout by contacts with local planners, elected officials and key state agency personnel, and it will be further supplemented and evaluated through the public involvement aspects of the coal project.

(For more detailed guidance on economic and social assessment of the Site-Specific Analyses, see Sections 6.2 and 6.3.)

5.2 ECONOMIC ASSESSMENT

Overall, the economic analysis in the Fort Union EIS is designed to identify communities and agricultural operations which would be significantly impacted by coal development within the Fort Union Region.

Phase I Analysis:

(Note: Phase I and the subsequent Phase II correspond to the same phases on the "Flow Chart," Chart 3.3.)

The economic analysis will address the following five major economic concerns and whenever feasible the analysis of the impact of industrial and population growth wil be kept up to date on a year-to-year basis. As noted earlier, the information will become part of the SSA's, the PFER's, and the combined tract/facility analysis.

(l) Population changes within affected counties and communities.

(2) Employment changes within affected counties and communities.

(3) Regional changes in personal income.

(4) On-site agricultural impacts and resulting changes in economic linkages in local trading areas.

(5) Fiscal impacts in communities expected to experience significant population growth.

The following Chart 5.2 shows the economic analysis and the flow of information from the point of tract delineation to RCT tract ranking and selection. As the chart indicates, computer modeling will be used to analyze population, income, and employment changes associated with coal development. With agricultural impacts the analysis will be of a direct, on-site nature. The primary input into the contractor's computer model will be tract delineations, expressions of leasing interests, and agricultural information. The contract will then provide the Miles City/Dickinson Districts and the MSO with the basic economic analysis needed to complete both the SSA's and the PFER's.

In order to complete the agricultural section of the economic analysis, it will be necessary for the Social and Economic Work Groups to acquire the following agricultural information:

(l) Name of operator(s) owning surface within each tract.

(2) Amount and percentage of operator's acreage within each tract.

(3) Maximum theoretical crop or livestock yield.

The fiscal analysis of communities expected to experience significant population increases will be developed for both the SSA's and the PFER's. This analysis will use population estimation and apportionment work done by the contractor as a basis for fiscal impacts. The economists will then assess the ability of affected area communities to provide services for the estimated population growth. This will require an assessment of whether a given community has the capacity to absorb additional population without expanding its services. The economists, working with county and community planners, will then be able to estimate the type and amount (if any) of public service shortfall.

Phase II Analysis:

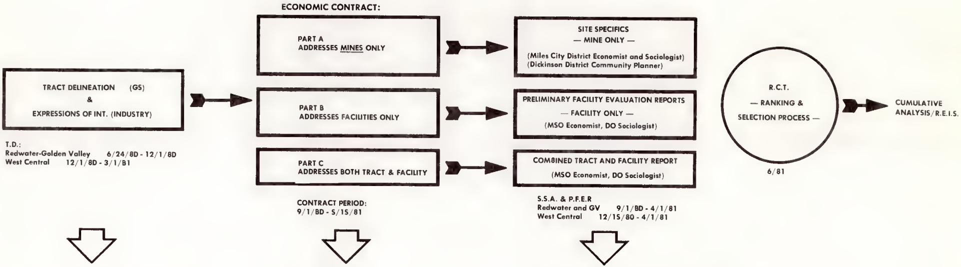
Phase II of the economic analysis will begin once the Regional Coal Team has ranked and selected tracts for inclusion in the Cumulative Analysis and Regional Environmental Impact Statement. The five economic items discussed under Phase I will also be addressed in this phase. Economic analysis in Phase II, like Phase I, will concentrate on assessing impacts on specific communities and agricultural operations. A second economic contract may be used to develop some of the computer based economic analysis required in the Cumulative Analysis and/or REIS.

District and MSO Responsibilities:

The SSA's will be completed by the District Offices; this effort will be augmented by the data from the economic contract. The MSO economist is responsible for the administration of the economic contract(s) and for the economic analysis contained in the PFER's and in the tract/facility reports.

CHART 5.2

FORT UNION ECONOMIC ANALYSIS



ECONOMIC CONTRACT:
TRACT DELINEATION (GS) & EXPRESSIONS OF INT. (INDUSTRY)
T.D.:
Redwater-Golden Valley 6/24/80 - 12/1/80
West Central 12/1/80 - 3/1/81
PART A ADDRESSES MINES ONLY
PART B ADDRESSES FACILITIES ONLY
PART C ADDRESSES BOTH TRACT & FACILITY
CONTRACT PERIOD: 9/1/80 - 5/15/81
SITE SPECIFICS — MINE ONLY —
(Miles City District Economist and Sociologist)
(Dickinson District Community Planner)
PRELIMINARY FACILITY EVALUATION REPORTS — FACILITY ONLY —
(MSO Economist, DO Sociologist)
COMBINED TRACT AND FACILITY REPORT
(MSO Economist, DO Sociologist)
S.S.A. & P.F.E.R
Redwater and GV 9/1/80 - 4/1/81
West Central 12/15/80 - 4/1/81
R.C.T.
— RANKING & SELECTION PROCESS —
6/81
CUMULATIVE ANALYSIS/R.E.I.S.

Tract delineation will designate location, size, and type of mines and facilities. This, along with preliminary facility evaluation reports, will serve as "operations" input to the contractor.

The contractor will provide:

1) apportionment of population growth among communities in study area;

2) estimate of employment changes by county and community;

3) estimate of regional income changes;

4) estimate of on-site agricultural impacts and resulting impacts to other sectors of local/regional economy via linkages.

Item 4) will require development of the following agricultural data elements by tract: 1) name of affected operator(s), 2) amount and percent of operator's acreage within each tract, 3) maximum theoretical crop/livestock production. These data elements would be provided by district office agronomists early in S.S.A. process.

Site-Specific Analyses. DO economist/planner and sociologist are responsible for interpretation and write-up of mine-only (Part A) work by contractor. They will also be responsible for development of fiscal impact analysis (mine-only) of selected communities identified as likely to experience significant population growth. The fiscal analysis will require considerable coordination between BLM and county/city planners.

P.F.E.R.: SO economist and DO sociologist are responsible for same as above concerning Part B of contract.

Tract and Facility Report: This report will simply present to the RCT the expected cumulative effects of each tract and its "associated" facility through Part C of contract.

5.3 SOCIAL ASSESSMENT

There are four areas that will be addressed in the social assessment: Quality of life, social attitudes, community services, and community social structure. Here, a general outline of exactly what will be considered is presented; section 6.3 will provide details on how the analysis would be conducted.

Quality of Life

The quality of life will be discovered by asking area residents to define what for them makes life satisfying, meaningful, and valuable.

Social Attitudes

1. Attitudes about federal goal leasing
2. Issues concerned with federal coal leasing
3. Effects of development (past and/or present)
   a. On individual
   b. On family
   c. On community

Community Services

1. Current level of services
   a. Services provided
   b. Current demand
   c. Service satisfaction
2. Possible impacts on services
   a. Change in service demand
   b. What services may be affected by development

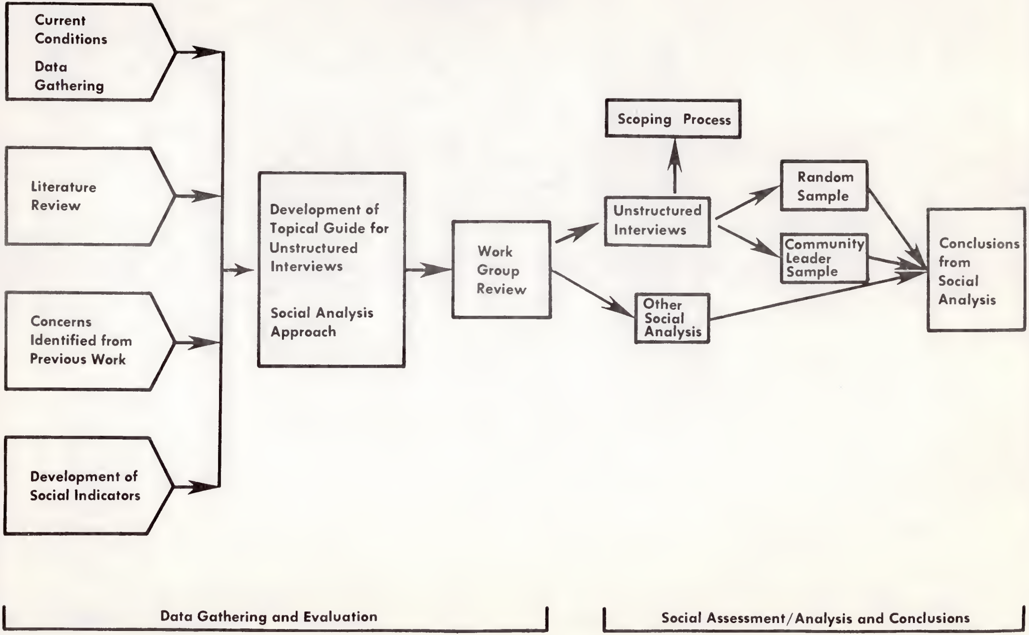
Community Social Structure

Components of social structure

1. Political systems/power structure
2. Family systems
3. Friendship and interaction patterns
4. Population structure
5. Social stratification and mobility
6. Lifestyles and values

CHART 5.3

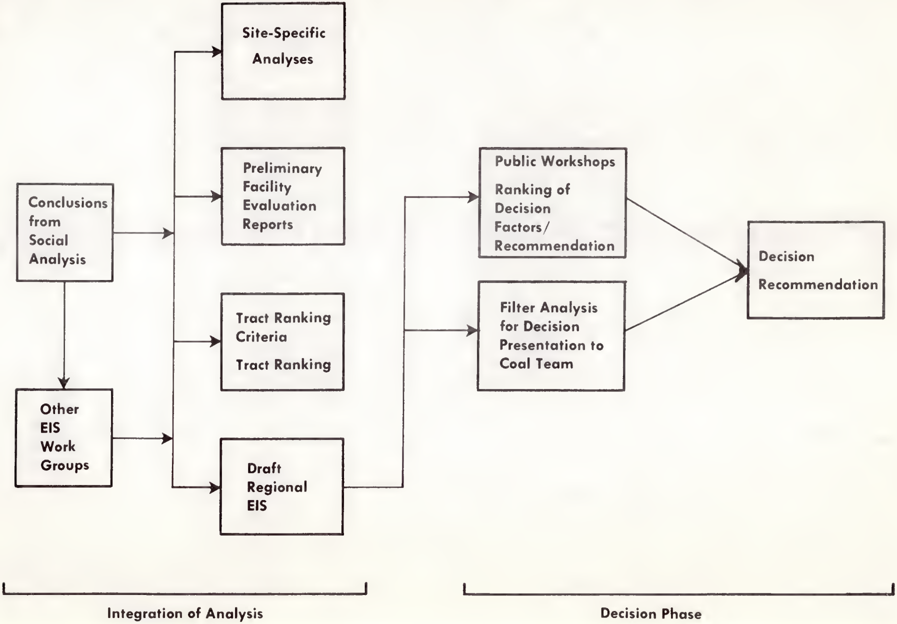
Social Assessment



Current Conditions
Data Gathering
Literature Review
Concerns Identified from Previous Work
Development of Social Indicators
Development of Topical Guide for Unstructured Interviews
Social Analysis Approach
Work Group Review
Scoping Process
Unstructured Interviews
Random Sample
Community Leader Sample
Other Social Analysis
Conclusions from Social Analysis
Data Gathering and Evaluation
Social Assessment/Analysis and Conclusions

CHART 5.3

Social Assessment (Cont.)



5.4 ECONOMIC CONTRACT

The following section describes the contract work that will be awarded to a private consulting firm.

SECTION F: DESCRIPTION/SPECIFICATIONS

1.0 Background

The Montana State Office and the Dickinson and Miles City Districts of the Bureau of Land Management are responsible for the environmental impact analysis to be contained in the upcoming Fort Union Environmental Impact Statement. The overall study area is comprised of 36 counties in eastern Montana and western North Dakota (Appendix 1). The study area for economic purposes will be somewhat concentrated in and around counties expected to experience coal development.

2.0 Objectives

The objectives of this contract are to assess the economic impacts, measured against baseline forecasts, of Part A—coal mine development, Part B—facility development (e.g., thermal generation, gasification plant, and liquefaction plant) and Part C—estimate of impacts due to combination of mine and facility. (See 5.0, Report Format for more detail on format.)

3.0 Government Furnished Material

The BLM will provide to the contractor the operational data (e.g., expected location, tonnage, workforce, and surface disturbance) associated with the mines to be studied in Part A (mines only) of the contract effort. This information for some of the mines will be available upon contract award. The remainder will be provided between that time and March 1, 1981. Appendix 2.a. and 2.b. provide maps showing the location of coal deposits within the 36-county study area. It is expected that each coal deposit could have up to three mines scheduled for study within it. The mines (Part A) and facilities (Part B) to be studied will all be within (in the case of the mines) or adjacent to these coal deposits.

The operational information provided by BLM concerning Part B, facilities, will become available beginning in September of 1980 and will flow to the contractor between that time and April 1, 1981. It will include type of facility, surface disturbance, location, workforce, output, and name of operator. It is important to note that the majority of the operational information (name of likely potential operator, tonnage, energy output, etc.) will be somewhat tentative but must be utilized as the best information available at the time it is collected by BLM and transmitted to the contractor.

The information required for Part C, mines and facilities, will have already been provided under Parts A and B.

It is important for the contractor to realize that Part A covers mines only, Part B covers facilities only and Part C is an analysis of several sets of one or more mines joined with a facility. At the present time, it appears that there will be no more than 30 mines (Part A), 12 facilities (Part B), and 12 mine/facility groupings (Part C).

Furthermore, the above operational information will become available sooner for certain coal deposits in the study area. Appendix 2.a. shows the location of coal deposits in an area known as the Redwater and Golden Valley Management Framework Plan (MFP) area. Appendix 2.b. shows the location of the same information for the West Central MFP area within North Dakota.

The time schedule for the provision of Part A (mine only) operational data by BLM to the contractor is shown below by area:

Redwater-Golden Valley MFP area: 6/24/80—3/1/81
West Central MFP area: 12/1/80—3/1/81

The time schedule for the provision of Part B (facilities only) operational data by BLM is as follows:

Redwater-Golden Valley: 9/1/80—4/1/81
West Central: 12/15/80—4/1/81

Consequently, the contractor should be aware that the operational data for Part A and Part B will be sent to the contractor in installments over the periods outlined above and that the data for the Redwater-Golden Valley area will begin to be provided to the contractor prior to that for the West Central area for both Parts A and B.

Agricultural data provided by BLM to the contractor to complete SOW Item 4.4 will be provided no later than March 1, 1981, with the great majority of the data to be provided prior to February 1, 1981. This information will consist of the following for each mine area: (1) current surface use, (2) theoretical maximum crop yields, and (3) name of agricultural operator.

4.0 Statement of Work

The contractor shall provide the following statement of work items to BLM. Impacts shall be measured against the contractor's baseline forecasts unless specified otherwise. In all cases, impacts will be assessed beginning in the year 1983.

4.1 The contractor shall estimate the total annual regional population changes through the year 2000 by age and sex resulting from the proposed energy development scenario; a cohort component approach shall be used. The contractor shall then apportion these population changes by age and sex to the counties and communities within the study area. BLM shall give to the contractor on by the contractor. In virtually all cases, the counties expected to receive population impacts will be those counties (or adjacent counties) which are expected to experience energy development. The contractor shall work with the COAR in developing the population estimation and apportionment methodology. Baseline population forecasts will be provided by the COAR. The COAR requires that the population estimation and apportionment shall be the first work item completed by the contractor upon receipt of operational data for either Part A or Part B.

4.2 The contractor shall determine the annual changes in county and community employment levels through the year 2000 as a result of energy development.

4.3 The contractor shall determine the regional changes in total personal income by year through the year 2000 resulting from energy development. The contractor shall gather the required income/expenditure data from the energy operators (e.g., payroll, local capital equipment expenditures, etc.) to complete this analysis in cases where this information is available. In cases where it is not, the contractor shall develop a reasonable estimate of such items subject to COAR approval.

4.4 The contractor shall assess the impacts upon agriculture in the following manner: (See Appendix 3 for more detail.)

4.4.1 The contractor shall conduct a thorough literature search which will provide information on general relationships between environmental factors and the ability to use land and water in the production of food and fiber on a sustained basis. Possible sources of information include, but are not limited to, United States Department of Agriculture Experiment Stations (especially at Cheyenne, Wyoming; Miles City, Montana; Fargo, North Dakota), university water resources research institutes, and 208 water quality project teams.

4.4.2 The contractor shall perform such primary data collection/research as is necessary to establish the specific relationships between uses of, or changes in, environmental factors and agricultural productivity.

4.4.3 The contractor shall analyze the data gathered through 4.4.1 and 4.4.2 to systematically estimate the following based on the BLM provided agricultural information described in 3.0. It is important that the contractor understand that the overall intent of 4.4 is to assess impacts on specific agricultural operations as a result of coal mining (Part A) and facility development (Part B). Part C is not required for 4.4.

4.4.3.1. The contractor shall assess the impacts to agriculture resulting from the competition for factors of production (e.g., water, labor, land, etc.) between agricultural activity and energy development. This analysis shall include a section on the number and location of farms and amount of production attributable to these farms in cases where the farms may cease production or experience significantly reduced production due to intense factor competition.

4.4.3.2. The contractor shall assess the degree to which direct disruption of surface use would result in significant reductions in agricultural production. Area-specific agricultural information developed by BLM (see 3.0) will be used by the contractor to describe location-specific impacts resulting from direct surface disturbance due to anticipated energy development.

4.4.3.3. The contractor shall assess the degree to which agricultural disruptions would affect local economic sectors. If, in some cases, agricultural operations are expected to experience significant disruptions due to mining and/or facility development, it is likely that some changes could occur in the income and expenditures to those economic sectors which depend upon agricultural sales (e.g., machinery, fertilizers, etc.) for their economic viability. To the extent that this occurs, the contractor shall assess the expected loss in jobs and income, by community, in cases where these losses are expected to be significant.

5.0 Report Format

The contractor's report shall be structured so that each of the SOW items requested under 4.0 above is presented in a separate section under the major headings of: Part A (Mine Only), Part B (Facilities Only), and Part C (Mine/Facility Grouping). Each section shall make liberal use of tables, clearly showing impacts by time period and location (i.e., county and/or community) as requested. Tables must be clearly labeled and sourced and should be used in place of narrative whenever possible.

6.0 Report Sequence

All reports required under 5.0 shall be conveyed to the COAR within five weeks of the time that the contractor receives the government furnished material discussed in 3.0 above. The population estimation and apportionment work will be supplied to BLM within three weeks of provision of operational data by BLM. It is important to note that the population estimation and apportionment work will be used by BLM in other activities and should be transmitted to the COAR (rough draft tables acceptable) as soon as it has been completed for each mine or facility.

SECTION H: DELIVERIES OR PERFORMANCE

1. Delivery Place

Deliverables will be delivered to the COAR, Loren Cabe, State Office Economist, at the following address:

Bureau of Land Management
222 North 32nd Street
P.O. Box 30157
Billings, Montana 59107

2. Deliverables

The contractor shall prepare and submit the following items to the COAR: It should be understood that a certain amount of the findings resulting from the contractor's work will be transmitted to the COAR (in draft tabular form) during the course of the contract (primarily population estimation and apportionment figures).

a. Three copies of a draft report.

b. Three copies of a final report.

c. Appendix explaining the methodologies used in the analysis.

3. Period of Performance

a. The contract shall commence upon award and terminate May 15, 1981.

b. The contractor shall attend a one-day meeting with the COAR in Billings, Montana, the week of November 17, 1980, to discuss progress on Part A of the contract. The contractor shall attend a one-day meeting in Billings, Montana, the week of January 12, 1981, to discuss progress on Parts B and C of the contract.

c. Three copies of the draft data base report covering work performed under Section F, SOW items 4.1 through 4.4 shall be delivered to the COAR by April 13, 1981.

d. The draft supplied to BLM by the contractor shall be mailed to the contractor with comments within five work days of receipt by the BLM.

e. The contractor shall submit three copies of the final data base report and appendix to the COAR by May 15, 1981.

APPENDIX 3 — AGRICULTURE

Definitions

Agriculture is the industrial activity which directly employs land, labor, technology and capital in the production of food and fiber.

Family farms are one type of agricultural operator where, regardless of form of ownership (corporate, partnership, proprietor), the agricultural operator has, or is acquiring, an equity interest in the land and lives on or near it and operates the farm/ranch through use of family members as management or labor.

Agricultural Impacts Are:

(1) The direct disruption of agricultural activities on any site due to the conversion of that site to other uses;

(2) Displacement of family farms whenever the amount of disruption of agricultural activities within the land holdings of a given operator is so great as to preclude continued operation;

(3) The taking from agricultural operators of such volumes of water, either surface or subsurface, that some (or all) of the operators may no longer be able to produce from the land:

(4) The denial of access for agricultural operators to local sources of labor, capital, transportation, etc., due to commitment of those factors to energy activities.

Degree of Quantification and Form of Analysis

In the fictitious county of Pioneer County, Montana, the BLM has determined that the most likely use of coal produced from the (fictitious) caprock tract of the wagonwheel coal deposit would be on-site gasification. The energy project, a 12 million ton per year mine and a 250 mm standard cubic foot per day gasification facility, would employ 500 miners and 3,200 plant workers during peak construction. This information (energy employment) along with a description of current use of the tract surface would be provided to the contractor by BLM.

In this fictitious case, the contractor found that:

In Pioneer County, corn for feed (silage) is the primary crop produced on caprock tract. The conversion of 360 acres per year to coal mining activity and of 2,000 acres to the energy facility plant site would so disrupt 4 agricultural operators as to eliminate them from business. Twelve more agricultural operators (seven of which are family farms) would go out of business due to competition for water (20,000 acre-feet per year diverted to energy production). Two hundred thousand (200,000) bushels of corn would be irrevocably lost due to the closure of the family farms. Lost farm (sales) income (annually in constant 1978 dollars) would be $500,000. In Pioneer County, each dollar of sales results in 10¢ of personal income to farm families (either the farmer or his workers). Of this 10¢, 4.5¢ is distributed in the county economy as the farm owner (or his workers) buy goods and services locally. Of this 4.5¢ spent locally, 2¢ becomes personal income to doctors, merchants, etc. (or their employees). Each dollar of agricultural sales also results in 59¢ of in-county spending by the agricultural operator on needed supplies, fuels, services, etc. Of this 59¢, 19¢ becomes personal income to the CPA, the implement dealer, the repair shop, etc. (or their employees). The effect of one dollar of agricultural sales is, therefore, to generate total sales in the county of $1.59 and net personal income of 31¢. The loss of $500,000 of agricultural sales will thus result in total sales losses in Pioneer County of $795,000 per year and personal income losses of $155,000 per year. This translates to a loss in farm jobs of 6 jobs (5 of the family farmers displaced went to work on the consolidated operations as foremen) and a loss of 12 service sector jobs in activities dependent on farming.

6. SITE-SPECIFIC ANALYSIS

6.0 SITE-SPECIFIC ANALYSIS

Note: Working guidelines for preparing the Site-Specific Analysis Reports are contained in Information Memorandum No. 79-282, Change 3. These guidelines will be followed in preparing Site-Specific Analysis Reports for the Fort Union Project. In addition, there follows specific, supplemental guidance for economics (Sec. 6.2) and for sociology (Sec. 6.3), since the Information Memorandum in these areas is of a brief nature (in profile form). On occasions, as needed, further guidelines will be issued by the Lead State Director or the Regional Coal Team to ensure that specific state, local, and public concerns are consistently addressed.

6.1 GENERAL GUIDANCE

Regional Papers

In an attempt to reduce the redundancy that would exist in writing approximately 15-25 Site-Specific Analyses (SSA) within a coal region, an attempt will be made to compose one regional paper for each resource speciality. Each District Office will do the consolidating of the scattered data. These regional papers will then be consolidated to produce an appendix to the SSA's. There will be only one appendix for all the individual SSA's within each BLM district.

The regional paper should be kept general, keeping in mind that specifics will be included in the SSA's. Information to include in the regional paper is as follows:

- Purpose and scope (brief).
- A broad overview of what conditions currently exist.
- Where gaps in data occur and how important they are to the project.
- Problems that currently exist (on a regional basis). These will usually not be coal related.
- Environmental projections if further federal coal were not leased. You might address the affect on the environment if private coal were developed.

It is assumed that the majority of this information will come from existing sources.

A partial list of sources is as follows:

Unit Resource Analysis
  Personnel Communication
  Literature Research
  U.S. Fish & Wildlife Service
  States Fish & Game Departments
  Other Agency Information Files

Management Framework Plans
  Oil & Gas EAR's
  Soil Conservation Service Data
  Private Reports
  GS Reports

Impacts To Non-federal Lands and Resources

It is important that Site-Specific Analyses address impacts that will occur in the entire tract, including the impacts to state and private lands, as well as to federal. Environmental impacts to state or private resources can easily be indicated on maps, tables, or figures. Off-site impacts to agriculture will be addressed in the appropriate section of the site-specific tract analysis under a subheading "Agriculture." The National Environmental Policy Act and the Montana Environmental Assessment Handbook intend that off-site impacts will be analyzed to the degree that existing information will allow.

One example of how to show impacts to non-federal lands is contained in the Technical Examination/ Environmental Assessment done by BLM in response to the Consolidation Coal Company's coal lease application M 21209(ND). In this examination, the geographic area covered was divided into a project area, (the total area) and the smaller lease area, with the major part of the narrative dealing with the project area. This same technique can be used in the Site-Specific Analysis. Due to the shortness of a Site-Specific Analysis, impacts to non-federal resources probably should be indicated in one or two sentences or, at most, a paragraph for each environmental component.

Reclamation Potential

Each Site-Specific Analysis shall address reclamation potential. The basis for assessing reclamation potential shall be current research and reclamation practices common in the Fort Union Region.

All specialists shall consider reclamation potential, as it relates to mitigation, unavoidable adverse impacts, and the relationship of short-term uses and long-term productivity.

Most of the problems relating to reclamation will come from study of the water, soil, or vegetation components. These components should point out potential reclamation problems and how they relate in terms of impacts and end-uses, to other components. In other words, close coordination and a unified approach will need to be taken in analyzing these three basic components.

The Site-Specific Analysis should make a preliminary evaluation of the overall reclamation potential for the tract; however, the final analysis and determination of reclaimability will not be made until an acceptable mining and reclamation plan is submitted by industry to OSM.

6.2 SPECIFIC GUIDANCE: ECONOMICS

This section details the economic content and format for the Fort Union Site-Specific Analyses (SSA's) and Preliminary Facility Evaluation Reports (PFER's). For the most part, the analytical requirements will be identical for the two kinds of study. Where differences occur, they are noted below.

Affected Environment

A major requirement in developing the chapter on Affected Environment (i.e., existing environmental conditions) is to discuss only those economic items of the affected environment which are pertinent to (l) the impact analysis and (2) a decision to lease the tract. For this reason it is very important for the District Office economist/planner to do his own preliminary scoping of economic issues likely to be impacted and then describe only those items in this section. At the present time it appears that the following economic concerns, although not an exhaustive list, are the major ones to be addressed in the SSA's and PFER's:

1. Employment
2. Population
3. Regional Income
4. Fiscal Conditions
5. Agricultural Conditions

The reader of the SSA's and PFER's does not want to know the complete employment history of every economic sector in each study county, but he may be interested in knowing about any unusual general employment trends or about any sectors which have experienced unusual changes in personal income.

A succinct sub-section on Future Trends without the Tract (i.e., baseline conditions) must be developed. This analysis should be presented to the reader in the same order (e.g., employment, then population, etc.) as was done in the Affected Environment section. It will show the forecasted population, employment, etc. levels in the study area and is designed to serve as a base against which impacts are measured. The economic contract will provide much of the data needed for this section.

Environmental Consequences

This chapter must address the following items:

1. Impact analysis of leasing alternatives, including the proposed action.
2. Other committed mitigating measures not included in the proposed action or alternatives.
3. Unavoidable residual adverse impacts.
4. Relationship between short-term uses of man's environment and the maintenance and enhancement of long-term productivity.
5. Irreversible and/or irretrievable resource commitments.
6. Net energy balance.

There is a relatively clear two-page section covering these six items on pages 3-13 and 3-14 of Information Memorandum 79-282, dated 8/17/79, and it should be read prior to writing this chapter.

Format

The format to be used for the economic portion of the EIS should be heavily weighed toward tables and graphics with the appropriate explanatory narrative. The majority of the visuals and tables will probably appear in the "Affected Environment" chapter and in the impact analysis portion of the Environmental Consequences chapter.

At a minimum the Affected Environment chapter should show, on graphics if possible, and along with supporting narrative, any unusual economic trends or conditions with respect to population, employment, income, and agricultural and fiscal conditions. This chapter should include, but is not limited to, a discussion of counties which are very heavily oriented toward agriculture or which are experiencing significant population increases or decreases. Additionally, an assessment of current public service capabilities for those communities near coal tracts should be developed in tabular or graphic form.

In the Future Trends section of this chapter, use of graphics would give the reader an understanding of forecasted population, income, and employment levels. Forecasted agricultural conditions and public finance conditions may require more narrative since forecasts of these baseline conditions may not lend themselves to graphics or tables as well as do the other items.

The "Environmental Consequences" chapter lends itself very well to a tabular and graphic treatment of economic impacts. The graphics used to show forcasted population, income, and employment levels should all have the "baseline" portrayed on them so that the reader can see the magnitude of the change (impacts) by year (see Chart 6.2). The agricultural section can be developed most effectively by using tables to show specific impacts upon operators from tract development (see Table 6.2). The fiscal impact

CHART 6.2

ESTIMATED POPULATION GROWTH — TRACT 14

CIRCLE, MONTANA

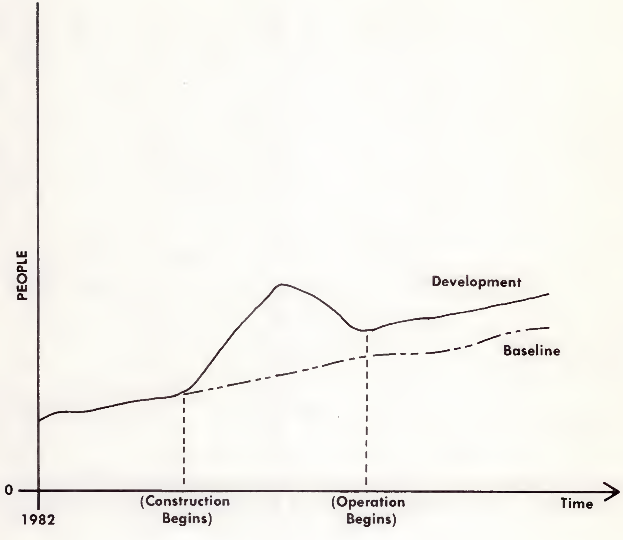


TABLE 6.2

On-Site Agricultural Activity — Tract 9

Name of Operation	Total Acreage	Acreage Within Tract	Percent in Tract	Max. Crop/Livestock Yield from Acreage In Tract	Actual Crop/Livestock Yields on Remainder of Operation
ABC Ranch * [1]	4,000	3,000	75	8,000 bu. wheat	2,000 bu. wheat
BCA Ranch	180,000	20,000	11	20,000 AUM's	160,000 AUM's
CBA Ranch * [2]	160	45	28	90 tons alfalfa	40 tons alfalfa
Etc.	etc.	etc.	etc.	etc.	etc.

* Farms/ranches with asterisks are expected to cease operation due to the significant loss (quality and/or quantity) of total ranch area due to tract development.

[1] The ABC farmstead (home, equipment, sheds, storage bldgs., etc.) is within the tract. The operator does not wish to rebuild and will abandon entire operation.

[2] CBA ranch buildings and dairy buildings are off tract. Only 20 acres off the tract actually produce hay. This dairy farm is not considered a viable operation without the 45 acres inside the tract boundaries.

NOTE: These are purely hypothetical figures.

section can be handled through the use of tables and graphics to show the public service situation of communities impacted by population growth resulting from tract or facility development (see Chart 6.2a and Table 6.2a).

Background/Preliminary Guidance

The following directions are intended to provide preliminary guidance and background on the five major economic issues to be presented in the Sites-Specific Analyses and in the Preliminary Facility Evaluation Reports. These items will be discussed in much greater detail at the first economic work group meeting to be held sometime during the summer of 1980.

Employment

Employment impacts will be largely determined via the economic contract. The primary change in the employment character of the study area will be the direct employment by the mines (tracts) and by the energy facilities. This will result in secondary employment positions being created (lagged somewhat) which, together with the primary changes, will comprise a total change in county and community employment as a result of energy development. In almost all cases, it can be expected that the construction phase of either strip mines or energy conversion facilities will be the most labor and capital intensive stage.

Population Impacts

The primary population data for impact analysis will be provided by the economic contract. This data will be presented by tract for each of the communities forecasted to experience population growth. Consequently, it will be a straight-forward task to graph and discuss the population changes, measured against baseline forecasts, likely to occur in each community. Note that these population changes will be the driving force in the fiscal impact analysis to the extent that impacts on public services are due to rapid population growth. Additionally, the contractor will provide the age/sex structure of the population forecasts; this will facilitate the analysis of age/sex specific demands on public services.

Regional Income

Regional income changes, on a tract by tract, facility by facility basis, should be shown for the entire study area. The contractor developing these income forecasts, using either hard data or generic estimates, will obtain data on 1) the amount of local capital equipment expenditures by energy companies and on 2) the annual project payroll.

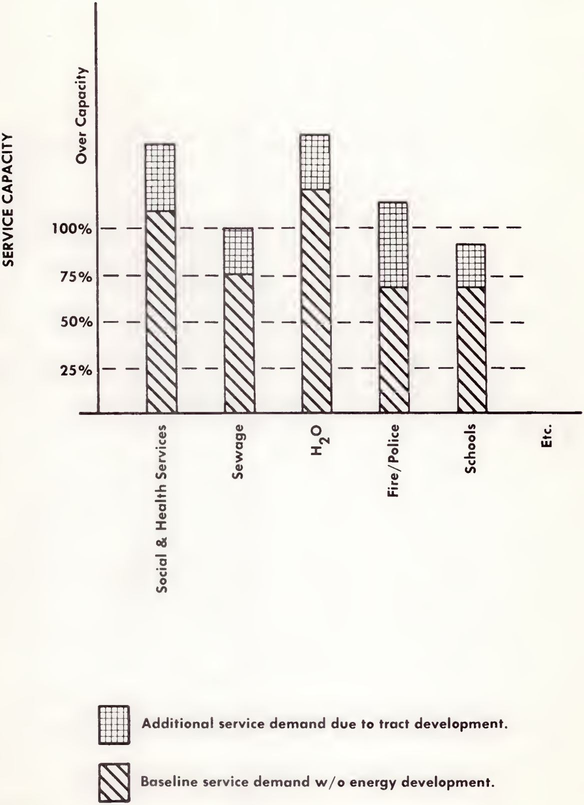
Fiscal Impacts

At this time it appears that some assistance can be expected from the Eastern Montana Growth Task Force in developing baseline and impact analysis on

CHART 6.2a

DEMAND AS PERCENT OF SERVICE CAPACITY — TRACT 8

CRANE, MONTANA



fiscal conditions for impacted communities in the Montana portion of the study area. Table 6.2a shows the type of public service data available from this group for use in the fiscal impact analysis. Most of the data required for the graphics work (see Chart 6.2a) pertaining to public service impacts can be obtained from tables such as these. A similar approach may be used in North Dakota by developing and maintaining a network of contacts who are expert on current community-specific public service conditions and forecasts. In most cases this would involve contacting city engineers, city planners, or equivalent individuals who are knowledgeable about each community's specific public service cost and about revenue structure. The process for handling this will be discussed at the first economic work group meeting.

Agriculture

Study of agricultural impacts should be divided into three basic categories for each tract:

1. Direct disruption to agricultural operations due to significant competition for factors of production (e.g. labor).
2. Disruption of agricultural operations due to direct surface disturbance from mine or facility development.
3. Economic changes felt throughout the community that result from elimination or disruption of agricultural expenditure patterns.

The agricultural impact section should be as specific as possible (see Table 6.2) about those operations which may experience severe factor competition or direct surface disturbance. Similarly, the analysis should be as community specific as possible about towns which may be adversely affected through the agriculturally based, economic linkages with the community.

TABLE 6.2a

Phone:

Coal Region:

State:
County:
Community:
Incorporated: ☐

Population:
Population:
Unincorporated: ☐

As of Date of:

Service/Facility	Status	Unused Capacity	Design Capacity	Lead Time for Approvals & Construction	Comments
Planning in progress	Board: Comprehensive Plan: Staff Consultant: Local				
Sewer Treatment	Type Lagoon: Septic: Oxidation:				
Sewer Collection	% Served:				
Water Treatment	Treatment: Storage:				
Water Distribution	% Served:				
Law Enforcement	City: County: Consolidated:				
Fire	Professional: Volunteer:				
Medical	Hospital: Clinics: Offices:				
Schools	Elementary: Junior/Middle: Senior: Post Secondary:				
Dwelling Units	# Vacant:				
Solid Waste	Licensed:				

6.3 SPECIFIC GUIDANCE: SOCIOLOGY

This section will discuss in some detail the steps to be taken in analyzing the four areas of sociological concern previously outlined in Secion 5.3: quality of life, social attitudes, community services, and community social structure.

The four areas of concern should be addressed both in the chapter on Affected Environments and the chapter on Environmental Consequences. The Affected Environment chapter should deal with the current environment as well as the trend of the past two or three decades. Also, the current environment should be treated up to the time of development. The chapter on Environmental Consequences should consider what affects may occur to the current environment if development takes place.

These two chapters should be narrative in format because most of the changes are qualitative in nature; little quantitative data may be available. Whenever possible tables, figures, or graphics should be used to replace or shorten long narrative discussions. Statistical or mathematical analysis should appear in an appendix.

Quality of Life/Social Attitudes

The first two topics will be combined in one discussion with the method of data-gathering being the same: unstructured interview.

A random sample of the population in the potentially affected area will be drawn, and these citizens will be asked to participate in the unstructured interviews. These interviews will focus on four separate, but somewhat overlapping, areas: quality of life, attitudes towards federal coal leasing, issues related to federal coal leasing, and perceived impacts of development.

1. **Quality of life** has numerous definitions and proposed measurement techniques. In the unstructured interviews what will be done is to have quality of life defined and its dimensions specified by the respondents.

2. The section on **attitudes towards coal leasing** will gather information on general feelings about development. Basically, the respondents will be asked whether or not they favor coal development and the siting of coal and synfuel plants.

3. The interview will ask respondents about **issues related to federal coal leasing.** This information will feed into the scoping process. Such information will give BLM and the Regional Coal Team a fairly good understanding of the general public's level and nature of concern. In some areas of North Dakota which have already experienced considerable energy development, the respondents will be questioned about their concerns with further development.

4. The interview will ask the citizens how they **perceive the impacts of coal develpment.** This interview will be divided into two sections: anticipated affects on the individual and his immediate family and anticipated affects on the community as a whole. In North Dakota questions will be a little different. Here the respondents will be asked about how they and the community have been affected by energy development that has occurred so far and about the possible affects of further development.

A separate unstructured interview for social attitudes is planned with community leaders and decision-makers. This interview will focus on attitudes towards development and anticipated community impacts. In communities already impacted by energy development, the leaders and decision-makers will be asked about how their community has responded in the past.

These interviews should also provide other information, to be mentioned below.

Community Services

Information on community services and impacts on those services can be gathered from several sources. First, the current status of community services (and the degree to which they are used) can be obtained from published reports and from the interviews with community leaders. Also, heads of services can be questioned, especially to find out surface capacity. The social attitude interviews with the randomly selected citizens can give indications of service satisfaction. All of this constitutes the baseline data.

How these community services may be impacted by development can be analyzed from two data sources. Asking community leaders, particularly in already impacted communities, is a valuable source of information. They should be able to give accounts of how the services in their communities were affected by previous development. The second source is the numerous research projects that have been conducted on towns undergoing development. Almost all of these published reports consider community services.

From all of this it should be possible to make some estimations about which community services may be most directly affected by development.

Community Social Structure

The dimensions of community social structure that need to be considered are given in Section 5.3. Generally, the analysis of community social structure should be inferential in nature. That is, further changes in community social structure can be inferred from the experiences of other communities as well as from the past experiences of the community in question.

Four different kinds of data should be used to analyze community social structure: unstructured interviews with the public, unstructured interviews with community leaders, previous research, and social indicators. The interviews and the use of previous research have been explained above. Social indicators are variables that can be used to examine change in some aspect of social life. For example, one indicator of change in family systems is marriage rates which indicate who is getting married and when.

Each of the dimensions of community social structure to be considered is presented with the source or sources of information that are likely to be used.

1. Political Systems/Power Structure
    a. Community leader interviews
    b. Previous research
    c. Social indicator: changes in reputational/informal leaders and elected officials
2. Family Systems
    a. Public interviews
    b. Previous research
    c. Social indicators: marriage, divorce, fertility rates
3. Friendship and Interaction Patterns
    a. Public interviews
    b. Previous research
4. Population Structure
    a. Population projections (data to come from economic contract)
    b. Previous research
5. Social Stratification and Mobility
    a. Previous research
6. Lifestyle and Values
    a. Random sample interviews
    b. Community leader interviews
    c. Previous research

7. PRELIMINARY FACILITY EVALUATIONS

7.PRELIMINARY FACILITY EVALUATIONS

7.1 END USE AND FACILITY IMPACT IMPLICATIONS ASSOCIATED WITH FORT UNION REGIONAL COAL PROJECT: GENERAL APPROACH

At the direction of the Regional Coal Team an ad-hoc federal/state group developed the following framework as a basis for handling end-use implications in the Fort Union region. The RCT approved this approach at its June 24-25, 1980 meeting.

1. The Fort Union Regional Coal Project will look at implications of likely facilities associated with coal development.

2. The project will postulate a likely use or reasonable alternate uses by site (tract or tracts) using expressions of leasing interest as a starting point.

3. The objective of so evaluating end use is as follows: to present the most probable major impacts of development in a total context for review by the Regional Coal Team and for inclusion in the Regional EIS.

a. The above preliminary facility evaluation is NOT meant in any way to substitute for detailed site-specific evaluations, EIS's, or analyses which come later in various project specific reviews and decisions by appropriate federal and state agencies and boards, nor to prejudice these later decisions.

4. A preliminary facility evaluation report (PFER) at a reconnaissance level will be prepared for each tract. The PFER's will be short/concise, contain facts describing assumed facility operation and requirements, and have an evaluation of key or major impacts associated with this type of facility(s) in this area. (The level or extent of the evaluation portion of the PFER would be determined, developed/decided by the facility evaluation group.)

5. The approach will use existing analyses/studies/EIS's as a basis for PFER analysis. The PFER will adjust these prior prototype analyses to the specific tract and area as appropriate.

6. The basis for PFER's and a regional analysis of end use is as follows:

a. To allow the RCT to rank and advise on federal coal tracts (and state coal tracts as appropriate) with as full an understanding of likely future development impacts and implications as possible).

b. To allow public evaluation and comment with the same understanding as a. above.

c. To meet NEPA requirements for complete analysis before federal coal leasing decisions are reached.

7. The only decision(s) pending is the offering or not offering for lease of federal and state coal for development, subject to future final decisions on type and manner of development.

8. The PFER's and site specific analyses (SSA's) will be aggregated in the cumulative assessment and regional EIS in different mixes of leasing possible development patterns/alternatives according to general guidelines from the RCT to present a most reasonable array of decision options for analysis or on which to structure different options.

9. The facility evaluation group will coordinate/cooperate with GS in tract delineation.

10. A federal/state facility evaluation group is appropriate and will be established as a guidance/review group with Fort Union project personnel actually doing the PFER's (with the possibility of state participation on the PFER preparation depending upon funding and appropriateness).

11. Possible membership in the facility evaluation group would include a representative or representatives of each of the following: Department of Energy, EPA, Montana Department of Natural Resources and Conservation, Montana Department of Health and Environmental Sciences, BLM, North Dakota Department of Health, North Dakota Public Service Commission, and North Dakota Water Commission. In addition, GS and both Montana and North Dakota Department of State Lands would be invited to attend meetings.

7.2 CONTENT AND FORMAT

The Facility Evaluation Group made the following assumptions about likely end-use of the coal from each tract recommended for evaluation by the interagency Screening Group. These assumptions cover only the Golden Valley and Redwater areas. Similar end-use assumptions will be developed for tracts to be evaluated in the west central North Dakota area. The assumptions themselves may change if additional information is obtained which indicates a change in the most likely end-use. At the time of the printing of the Project Management Plan, these assumptions still required regional coal team concurrence.

TABLE 7.2

Assumed End-Use of Coal by Tract
(Golden Valley and Redwater Areas only)

Known Recoverable Coal Resource Area	Tract Number	Tract Name	End-Use
Circle	1	Circle West	Two 500-Mw generating plants and methanol plant
	1a	Circle West "A"	Two 500-MW generating plants or methanol plant
	1b	Circle West "B"	Two 500-Mw generating plants or methanol plant
	2	Redwater River	250 MMSCF/D coal gasification plant
Burns Creek-Thirteen Mile Creek	3	Thirteen Mile	Synfuel plant
	3a	Thirteen Mile "A"	Two 500-Mw generating plant
	3b	Thirteen Mile "B"	Two 500-MW generating plant
	4*	Burns Creek-North	Synfuel plant
	5*	Burns Creek-South	Synfuel plant
	6**	Burns Creek-East	Synfuel plant
Glendive Wibaux-Beach	7	Glendive	Synfuel plant
	8	Wibaux-Beach-North	250 MMSCF/D coal gasification plant
	9	Wibaux-Beach-South	250 MMSCF/C coal gasification plant

* Only one tract may be made available from this area.

**This tract would be made up from a combination of areas from tracts 4 and 5.

Assumptions

1. The types of facilities to be addressed in the Preliminary Facility Evaluation Reports (PFER's) will fall into three basic categories of energy-conversion:

(i) Two 500 Mw steam-fired electric generating units
(ii) 250 million standard cubic foot per day coal gasification plants
(iii) 100,000 barrels/day coal liquefaction plants (including methanol)

The Energy Production and Projects Group, consisting of BLM and State representatives, will develop requirements concerning the inputs required for operation of these facilities. This group will consult with appropriate industry and government representatives in determining requirements for water, land, coal, labor, etc., for each of the three types of facilities to be studied in the reports.

2. For purposes of PFER's, and in the absence of any proposed plant site, it is assumed that the facilities would be located at the mine mouth. Although the BLM, GS, Montana Facility Siting Division, and the North Dakota Siting Division agree that this assumption is reasonable at the present time (considering current energy technology and lignite transportation economics), it is important to understand that this assumption is made only in order to allow for analysis.

Furthermore, the location of a site selected for analysis does not in any sense mean that the site or location is even a suitable site, but that this site allows the facility evaluation group and Regional Coal Team an opportunity to identify possible local and regional implications based on the generic impact analysis of the different types of energy facilities. In actuality, for each energy facility, any possible number of sites could be selected based on a number of variables, such as water availability and cost, transportation availability and cost, coal cost, as well as social, economic, and environmental factors. The Preliminary Facility Evaluation Reports cannot, and will not, consider all these variables on a site-specific basis. Such details will be addressed by each individual state government in response to specific proposals and under a variety of state statutes for facility siting, such as the Montana Major Facility Siting Act, as well as permitting statutes of a variety of federal agencies, such as the Corps of Engineers and the Environmental Protection Agency.

3. A construction and operation time schedule is necessary for completion of the PFER's. In some cases a detailed, 10-year plan covering a facility's construction and operation schedule will be available from a potential developer or on file with state siting authorities. In the remaining cases, a hypothetical facility schedule covering the construction and operation period will be developed. A schedule of this sort would not cover a specific ten-year period, such as 1982-1992, but would instead cover a "generic" ten-year period, from year 1 to year 10. In this case, the analysis would address the impacts by year through the construction phase (e.g., year 1 to year 6) and on into the beginning of the operation phase (e.g., year 7 to year 10).

However, in the regional EIS, which will address the annual interaction of a number of mines and facilities in the region, a 1986, 1987, etc. construction/operation schedule approach is necessary for all facilities in order to estimate the interactive impacts by year in the region. In those cases when an estimated time schedule must be developed, it would be done by the Energy Production and Projects Group in consultation with appropriate state and federal agencies and with industry, subject to Regional Coal Team concurrence.

4. The analysis in the PFER's will be geared toward providing an assessment of the impacts from a facility upon the area, rather than the exact site where the facility is assumed to be built. This strategy is necessary because, as discussed in Assumption no. 2 above, a location must be determined for each facility in order for the analysis to be accomplished. However, the eventual state approved construction site (if any) may or may not coincide with the location assumed in the PFER. Consequently, a detailed site-specific analysis would be unwarranted at this time, although an analysis of the facility's impacts upon the area would be useful and realistic since the impacts to the area would be very similar regardless of where a facility was located within a given tract. As a result, the bulk of the PFER analysis will involve components like air quality and social and economic conditions, which are more area-oriented to begin with. Other environmental components (e.g., soils, vegetation, hydrology, etc.) will be discussed to the extent that these would be significantly impacted by facility construction and operation.

5. In many cases an energy facility would require ancillary facilities in order to operate. These could include rail spurs, waterlines, power transmission lines, product pipelines, and others. These ancillary facilities will be included in the analysis.

The output from these facilities will likely be transported some distance to the end-users. Volume I, "Description of Facilities," will develop assumptions on the direction of energy flow (i.e. east-west, etc.) and the general location of likely end-users. It is expected that the direction and distance of energy travel may differ significantly depending upon the type of energy involved and whether it originates in Montana or North Dakota.

Report Format

Each Preliminary Facility Evaluation Report (PFER) will consist of two volumes. A single volume I will be developed which will apply to any of the three types of facilities under study. A volume II will be prepared for

each facility describing the existing area and impacts expected to occur in the area as a result of facility construction and operation. Table 7.2 shows the facilities expected to be associated with tracts in the Montana portion of the study area. Tracts and facilities in the North Dakota portion of the study area will be added to this table when available.

Volume I will contain a description of the following three types of coal conversion facilities: 250 million standard cubic foot per day gasification plants, two 500-Mw electric power generation plants, and 100,000 barrel per day coal liquefaction plants. For each type of facility, a prototype plant will be described which represents the size, process technology or technologies, and other characteristics most likely to be proposed in the Fort Union Region. The description will include ancillary facilities such as water supply systems, electric transmission systems, etc., along with a discussion of construction and operation aspects of the facility that are relevant to determining impacts that could occur in the vicinity of each tract.

Volume II will begin with a summary, which will describe the area, the facility impacts, and major issues. Only the more significant items within these three categories will be discussed in the summary.

The next section will address the overall relationship between the facilities described in Volume I and the tracts associated with those facilities including the coal demand and supply relationship existing between the facility and tract, respectively.

Following the description of tract facility relationships will be a section describing the area which would be impacted as a result of facility construction and operation. In some cases the area being discussed will be of a different size and/or shape depending upon the environmental component being discussed (e.g., air quality versus economic conditions). The description of the area will focus upon describing those items likely to be most heavily impacted by the facility (e.g., employment, SO_2 emissions, etc.). At the end of this section, will be a description of the likely future conditions expected to occur in the area without the proposals. For most components this will involve describing the more significant trends discussed in detail in the Site-Specific Tract Analyses done by the districts.

A facility impact analysis which will follow the area description and will assess impacts to the area as a result of facility development. As mentioned under Assumption 4 above, the analysis will be area-specific rather than site-specific and will contain sections for all resources expected to experience significant impacts within the area. In cases where more than one tract is being considered for the same geographic area (e.g., Tract 6, Table 7.2), only one impact analysis will be developed if the facility under consideration remains the same among the various tracts.

The final portion of each Volume II will be a discussion of major issues (problems, trends, etc.) and resource concerns along with a description of measures that could be undertaken to lessen impacts in the area.

The following outline shows the sections (described above) to be contained in the two volumes comprising each Preliminary Facility Evaluation Report:

Volume I: General Description of Facilities

1. Coal Fired Electric Generation
2. Coal Gasification Plant
3. Coal Liquifaction Plant

Volume II: (Name of Tract)

Summary

1. Relationship between Facility and Tract
2. Description of the Area
3. Facility Impact Analysis
4. Major Issues

APPENDICES

MEMORANDUM OF UNDERSTANDING

between the
State Governors' Offices and the Bureau of Land Management
for the Federal Coal Management Program
Fort Union Regional Coal Team

Memorandum of Understanding Between the State Governors' Offices and the Bureau of Land Management for the Federal Coal Management Program Fort Union Regional Coal Team.

I. PURPOSE

The purpose of this memorandum of understanding (MOU) is to specify the cooperative responsibilities of the States of North Dakota and Montana and the Bureau of Land Management (BLM) for the Federal coal management program as defined in the Secretary of the Interior's program decisions of June 1 and 2, 1979 and in the 43 CFR 3400 Final Rulemaking, Coal Management. This program involves the setting of regional coal production goals and leasing targets; the delineation of tracts of Federal coal lands; the ranking, selection, and scheduling of these tracts by a Federal/State Regional Coal Team; and the consideration of preference right lease applications, public body and small business set-aside leasing, emergency leasing, and lease exchanges. This MOU serves as the document to clarify State and BLM duties in carrying out these functions. This MOU is intended to assist future members of Regional Coal Teams to understand their duties. Lastly, this MOU serves to commit the States of North Dakota and Montana and the Bureau of Land Management to cooperate in a specified manner to conduct the competitive leasing of Federal coal lands within the boundaries of the Fort Union Coal Production Region. This MOU, as mutually amended, will govern all future competitive coal lease sales within State boundaries.

It is intended for the Regional Coal Team to be the vehicle which integrates State concerns with the Federal coal leasing planning process. By having State representatives directly participate in the establishment of the amount and location of leases within regional boundaries, BLM can expect to more efficiently meet state needs, as well as fulfill its commitment to meet the Nation's demand for energy. In addition, the state within the boundaries of this subregion benefits by providing a representative, who can work with BLM in order to assure that State concerns become a planning basis for coal leasing decisions.

II. DEFINITIONS

Activity Planning means the process of delineating, ranking, selecting, and scheduling tracts of Federal land that were found acceptable for further consideration for competitive leasing during land use planning.

Federal Lands means lands owned by the United States, without reference to how the lands were acquired or what Federal agency administered the lands, including mineral estates or coal estates underlying private (including state) surface, but excluding lands held by the United States in trust for Indians, Aleuts, or Eskimos.

Director means the Director of the Bureau of Land Management. The Regional Coal Team Chairman and the lead State Director for the Regional Coal Lease Sale Environmental Impact Statement are appointed by and directly responsible to the Director.

Regional Coal Team means a specific coal production region's Federal/state team which pursuant to 43 CFR 3400.4(b) shall consider and suggest policy for regional leasing target setting, tract delineation, and site-specific analysis in the coal production region; guide and review tract ranking; and conduct the selection and sale scheduling process in order to recommend regional lease sale alternatives to be analyzed in the Regional Lease Sale Environmental Impact Statement and to be recommended to the Secretary.

Chairman means the Chairman of the Regional Coal Team. This person is appointed by and directly responsible to the Director. His key responsibilities are to mediate Regional Coal Team activities and to coordinate the subject matter (i.e. alternatives to be analyzed) of the Regional Lease Sale Environmental Impact Statement through the lead State Director.

Lead State Director means that BLM State Director, among those State Directors with jurisdiction over lands within the boundaries of the coal production region under consideration, to whom the Director assigns the responsibility of Regional Coal Lease Sale Environmental Impact Statement preparation in accordance with the guidance of the Regional Coal Team. This person in responsible for the analysis of the environmental impacts associated with the alternatives specified by the Regional Coal Team.

EIS Support Team means the group of Federal resource specialists that works under the direction of the lead State Director to assist the Regional Coal Team during Activity Planning and preparation of the Regional Lease Sale Environmental Impact Statement. The resource specialist team membership is determined by the lead State Director and may include non-BLM Federal personnel. Although this team does not normally include state personnel, cooperative arrangements may be made to provide the opportunity for State participation on the EIS support team.

Tract Delineation Team means the group of Federal personnel led by the Geological Survey (GS) and assisted by BLM which specifies potential Federal lease areas. This team delineates tracts, in accordance with the Regional Coal Team's guidance, after BLM's land use plans identify areas acceptable for further consideration for coal leasing and after industry expresses its interests on these areas, but before the Regional Coal Team ranks, selects, and schedules these tracts.

Regional Lease Sale Environmental Impact Statement (EIS) means the intra-regional, cumulative, site-specific environmental assessment in accordance with the National Environmental Policy Act of 1969. It contains direct information from land use planning and activity planning reports, as well as supportive narrative concerning the Federal action of holding any lease sale(s) of specific tracts of Federal lands for coal development within an identified coal production region.

Land Use Planning means the process in which high and moderate potential coal lands are identified, the unsuitability criteria adopted by the Secretary of the Interior are applied, multiple resource use tradeoffs are made, and surface owners are consulted to identify their preferences for or against leasing in every area containing leasable coal. This process is conducted prior to activity planning by either BLM or any other appropriate surface management agency (i.e. the Forest Service), and will result in the identification of areas suitable for further consideration for coal leasing.

III. TEAM FORMULATION

A Regional Coal Team shall be formed by the Director in accordance with 43 CFR 3400.4(a) of the Final Rulemaking, Coal Management. This team is to consist of (1) a BLM field representative for each state in the region, who is to be the State Director, or, in his absence, his designated representative; (2) the Governor of each state in the region or, in his absence, his designated representative; and, (3) a representative appointed by and responsible to the Director. The Director's representative shall be Chairman of the Regional Coal Team. If the region is a multi-state region under the jurisdiction of one BLM State Office, the State Director is to designate a BLM representative for each state. No individual State Director or BLM representative, however, may represent more than one state or provide more than one vote to a Regional Coal Team decision.

The Governor of each state in the region is to be notified in writing of the formulation of a Regional Coal Team by the Chairman. Each State Governor is to respond to the notification of the Chairman within 15 days by indicating the Governor's intent to serve on the Regional Coal Team and by designating a representative to act in his or her absence.

The individual team members participating on the Regional Coal Team may be changed, provided that the State or BLM office responsible for each team member assures that a substitute or replacement is always available to conduct the business of the team. The Chairman is to be formally advised of any permanent changes in team membership. No alternate team member will be able to make retroactive changes in previous team decisions, as all team members' recommendations on any decision are permanently documented. If the Chairman is not able to attend a Regional Coal Team meeting, he or she may designate a replacement who is directly responsible to the Director but who is not simultaneously functioning as a Regional Coal Team member.

The Chairman will request non-voting ex officio members to participate in Regional Coal Team activities to insure that local perspectives are articulated during decisional proceedings. At a minimum ex officio membership will include the regional offices of the Geological Survey, Office of Surface Mining Reclamation and Enforcement, U.S. Fish and Wildlife Service, and where Indian lands or National Forest System lands are involved, the appropriate Indian tribe and the Forest Service respectively. Other specific local parties will be mutually determined by the Regional Coal Team. Each team member may appoint ex officio members. Ex officio membership should be decided within 45 days of the first Regional Coal Team Meeting.

IV. TEAM RESPONSIBILITIES

The Regional Coal Team activities are to be coordinated by the Chairman in consultation with the Regional Team to assure that Regional Coal Team duties are conducted within the ultimate lease sale schedule established by the Secretary of the Interior.

The Regional Coal Team will function in six capacities: (1) Secretarial guidance for the adoption of regional coal production goals and the development of final leasing targets; (2) Tract Delineation Team guidance for the identification of potential coal lease tracts; (3) EIS Support Team guidance through the lead State Director for the preparation of site-specific analyses and the Regional Coal Lease Sale EIS; (4) the ranking, selecting, and scheduling of delineated tracts to offer for competitive coal lease sale; (5) the forum for Department/state consultation and cooperation for certain other major Department coal management decisions; and (6) the Regional Coal Team may provide guidance to the support teams on a coordinated State and Federal leasing and EIS proposal. These team functions are to be conducted pursuant to the 43 CFR 3400 Final Rulemaking, Coal Management. Any conflict within the Regional Coal Team is to be mediated by the Chairman. A general description of the team's functions is provided in the following paragraphs of this Section.

During the setting of regional coal production goals and leasing targets, the Regional Coal Team is to conduct public hearings on regional production goals and preliminary leasing targets, to analyze public comment on the adoption of production goals and/or preliminary leasing targets, to develop guidelines for the establishment of final targets, and to suggest any production or target modifications, in accordance with 43 CFR 3420.3.

The Regional Coal Team will determine the area priority, and timing of both the preliminary tract delineation to be conducted by GS/BLM and subsequently the site-specific environmental analysis to be conducted by BLM, in accordance with 43 CFR 3420.4-3(h).

During tract ranking, selection, and scheduling, the Regional Coal Team will review all delineated tracts for which sufficient data exists in order to rank them in a high, moderate, or low category of desirability for leasing. Alternative combinations of tracts with leasing schedules are to be selected for analysis of cumulative impacts in the Regional Lease Sale EIS. The proposed tract combinations are to be based on selection factors as determined by the Regional Coal Team and are to be sufficient to enable the Secreatry to ultimately select a combination of tracts which meets final regional leasing targets.

Additionally, pursuant to 43 CFR 3400.4(d), the Regional Coal Team is to serve as the forum for Department/state consultation and cooperation in all other major Department coal management decisions in the region, concerning preference right lease applications, public body and small business set-aside leasing, emergency leasing, and exchanges. Special meetings of the Regional Coal Team may be called by the Chairman when requested by any member of the Regional Coal Team.

V. STATE GOVERNOR'S RESPONSIBILITIES

The State Governor's office responsibilities are essentially to participate on the Regional Coal Team as indicated in Section IV of this MOU. Accordingly, the State Governor is to respond to the requests of the Chairman by providing one State Governor's representative or himself to participate on the Regional Coal Team. This response is to be submitted to the Chairman within 15 days of the date of a written request for participation. If substitution of a team member becomes warranted, the State Governor's office is to provide an alternate as soon as practicable to assure that the business of the Regional Coal Team is not hindered.

VI. BLM RESPONSIBILITIES

BLM's responsibilities are to inform the State Governor of the Director's decision to formulate a Regional Coal Team. Accompanying this information is a written request for the participation of one Regional Coal Team member from each state involved in activity planning. This request is to be made by the Chairman to the Governors of all states which are either totally or partially included within the boundaries of the coal production region under consideration. Regional boundary specification is to be arranged by BLM via **Federal Register** notice pursuant to 43 CFR 2420.3-1.

The Chairman is to coordinate with the BLM State Directors, with jurisdiction over lands included within the boundaries of the coal production region under consideration, so that one BLM Regional Coal Team member for each state is assigned to the Regional Coal Team. The Chairman is to provide to the lead State Director the decisions of the Regional Coal Team in order to guide the efforts of the EIS Support Team during (1) tract ranking, selection, and scheduling, (2) site-specific analyses, and (3) Regional Coal Lease EIS preparation.

All BLM employees designated as Regional Coal Team members are to function under the guidance and within the time frames established by the Regional Coal Team to conduct duties as described in Section IV of this MOU. If a replacement of a team member becomes warranted, that member's State Director is to provide an alternate individual as soon as practicable to assure that the business of the Regional Coal Team is not hindered.

VII. OBLIGATION OF FUNDS

BLM is obligated to provide the meeting place for any meeting of the Regional Coal Team. BLM is to pay for any associated costs of the meeting such as court recorder costs, meeting room rentals, etc. BLM is also to pay all travel, per diem, wages, and other personnel costs for BLM employees participating in the team duties as described in this MOU. The States of North Dakota and Montana agree to pay all travel, per diem, wages, and other personnel costs for state employees participating in the team duties as described in this MOU, but are not to incur any expenses for any Federal agency. As provided for under section 12 of the Federal-State Advisory Board Charter and 43 CFR 1784.3(d) the Chairman of the Regional Coal Team may authorize travel expenses, including per diem, on a case-by-case basis for non-Federal ex officio members to attend Regional Coal Team meetings and to representatives of local governments and agencies providing assistance to environmental impact statement support teams.

VIII. APPROVED

Arthur A. Link
Governor of North Dakota

Date

Thomas Judge
Governor of Montana

Date

Michael J. Penfold
Montana State Director, Bureau of Land Mgmt.

Date

Charles E. Steele
Dickinson North Dakota District Manager, Bureau of Land Mgmt.

Date

IX. CONCURRENCE

I concur:

Chair Whitlock
Fort Union Regional Coal Team Chairman

Date

Frank Gregg
Director, Bureau of Land Management

Date